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# JUVENILE DELINQUENCY

(CHICAGO, ILL.)

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**HEARING**

BEFORE THE  
SUBCOMMITTEE TO INVESTIGATE  
JUVENILE DELINQUENCY  
OF THE  
COMMITTEE ON THE JUDICIARY  
UNITED STATES SENATE  
EIGHTY-FOURTH CONGRESS

FIRST SESSION

PURSUANT TO

## **S. Res. 62**

INVESTIGATION OF JUVENILE DELINQUENCY IN THE  
UNITED STATES

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JULY 14, 1955

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Printed for the use of the Committee on the Judiciary



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# JUVENILE DELINQUENCY

## (Community Hearings, Chicago, Ill.)

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THURSDAY, JULY 14, 1955

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Chicago, Ill.*

The subcommittee met, pursuant to notice, at 9:30 a. m., in room 210, Old Post Office Building, Chicago, Ill., Senator Estes Kefauver (chairman) presiding.

Present: Senators Kefauver and Wiley.

Also present: James H. Bobo, general counsel; Peter Chumbris, associate counsel; Ernest A. Mitler, special counsel; Dixon Donnelley, editorial director; Marvin R. Fullmer, George Butler, and George Martin, investigators.

Chairman KEFAUVER. The subcommittee will come to order.

This is a regularly scheduled meeting of the hearing of the Senate Subcommittee To Study the Problems of Juvenile Delinquency.

The subcommittee is composed of my distinguished colleagues from Wisconsin, Senator Wiley; Senator Langer, from North Dakota; Senator Hennings, of Missouri; and Senator Daniel, of Texas.

I first want to state that I am very happy that Senator Wiley is present here for these hearings and that he will be here during the 3 days and will preside over part of the hearings.

This is entirely a nonpartisan subcommittee. Senator Wiley is well known throughout the country for the outstanding and excellent service he rendered as a member of the Senate Crime Investigating Committee that we served on together. I feel that much of the success of the work of that committee, much of the credit for breaking up some of the nationwide gangs, much of the interest in better law enforcement that we have in the Nation today is due to the effort and the time and the intelligent work of Senator Wiley on that committee.

He is also a member of the powerful Foreign Relations Committee, and was its chairman during the last session. As a member of that committee he has had a very significant role in our efforts toward leading the world to peace and honor.

Senator Wiley has been interested in the problem of juvenile delinquency and in the work of this subcommittee especially since the time of our crime investigation terminating. He has taken a very active part in the work of this committee during the past 2 years. He is the cosponsor, along with Senator Thye, of Minnesota, of the resolution calling on this subcommittee to investigate certain problems in con-

nection with the so-called black-market operations in the adoption of children which will be part of this investigation.

We are very happy again to be in the city of Chicago. The problems of juvenile delinquency, which brings us here at this time, deserves and requires the best attention and the best efforts of every American citizen. The future of this country is irrevocably tied in with your young people.

This is a great generation we are rearing, and I am firmly convinced it is, and that the future of our democracy is secure, yet we must face the problems that are besetting our young people.

The first of these 3 days of these hearings will be devoted to the broad aspects of juvenile delinquency. At the outset I wish to commend the many fine efforts that are being made here in Chicago and Cook County to give your young people a better opportunity and to render the problems of juvenile delinquency, and these efforts have been conducted vigorously and intelligently by public officials, churches, schools, service groups, labor and business organizations, and many other civic, charitable, and private individuals.

When we were here 4½ years ago, Senator Wiley and I, I noted at that time that while some criminal elements had in the past been deeply rooted here in Chicago, that there were very hopeful signs that they were being ferreted out and that Chicago and this area was having better law enforcement and conducting a more successful effort against criminal elements.

Since that time we have followed all of the activity on that score in Chicago and this area, and no one was happier to note the articles about the "New Look" in Chicago, the new face, in many, many ways, including the effort against criminal efforts, than Senator Wiley and myself.

I have noticed with interest the recommendations that have been made by His Honor, Mayor Daley, for increased budgets to take care of additional personnel and facilities that will aid in the fight against juvenile delinquency. I have been impressed by the statements made by witnesses before the Cook County Conference on Juvenile Delinquency under the auspices of the Sheriff's Advisory Council on Juvenile Delinquency and Sheriff Joseph D. Lohman. I am cognizant of the fact that the Citizens' Committee for Better Juvenile Literature has played an important role in controlling improper magazines, booklets, and horror crime comic books which it has been shown affects our young people.

We have come here with no intention of criticizing Chicago, Cook County, or any other city or area, but rather as part of a nationwide picture. We seek, and we feel we are entitled to receive the full cooperation of all public officials, and thoughtful citizens throughout this Nation in this effort.

Juvenile delinquency is a problem that is facing every section of our country. No one area should be singled out for censure. We must work together on a cooperative basis to solve this perplexing problem, and we hope that the work of our committee here may be of assistance to public and school and church people in their effort.

As a part of our effort we have held hearings at many of the larger cities of our country; also, last October this committee was here and had before it a number of witnesses in community hearings. As a result of these hearings they have already secured the passage of cer-

tain legislation in the Congress, such as the improvement of the law prohibiting interstate shipment of pornographic literature and other bills. We have more than 30 legislative proposals pending. These hearings will help us with our legislative proposals. We hope also that they will help in bringing to the attention of people the importance of this problem so that it can be more vigorously attacked at a local level.

I want to express my appreciation to the public officials, to Federal and State, city and county, mayor, the sheriff, district attorney, church leaders, General Services Office, many many who have helped us in the preparation of these hearings for their cooperation.

We have here with us today our counsel, Mr. Bobo, our associate counsel, Mr. Chumbris. Mr. Mitler has done a fine job in working up information relative to the black market of babies. Pat Kiley, Marvin Fulmer, George Butler, George Martin, Mrs. Katherine Kuhn, and Dixson Donnelly is handling our public relations and press information, press relations. Also, a number of local personnel has been assigned to us by the General Services office.

Senator WILEY, I would be glad if you would make any comments at this time.

Senator WILEY. Thank you, Mr. Chairman.

Chairman KEFAUVER. And then we will hear Mayor Daley. I know the mayor has a meeting of the council, and we will get to you very quickly.

Senator WILEY. I feel privileged to be here with the chairman of this subcommittee with whom I have worked in the past on the Crime Committee.

Next week, in the international field, the President and Secretary will engage in what we call an exploratory expedition at the summit seeking to find a way, if possible, to answer the question of war and peace.

We are engaged also in an exploratory expedition here. We come as legislators exploring the way to handle one of the most serious dangers upon the continuity of the American life, and that is juvenile delinquency.

The purpose of a legislator, of course, is to legislate. The purpose of an investigatory committee like this is to ascertain the facts. We have also been given additional power in relation to investigation and that is, of course, to see what the facts are outside of legislation.

We come here asking for your wisdom, prepared to elicit the facts from which we may be guided, as the chairman said, for legislation.

But this problem of juvenile delinquency, of course, is not one simply, or to a large extent, one that can be solved by legislation. Our second purpose in this investigatory procedure here is, of course, as the chairman said, to alert, to bring to the consciousness of America the serious situation that confronts the continuity of America in this threat called juvenile delinquency: the millions of youth each year that pass through our courts, the evil men who prey upon them with drugs, and with other nefarious methods that strikes at the very foundation of the future of America. Therefore, we need facts not only on which we may suggest legislation that may have some remedial effect, but that America and this city and this surrounding country may be made aware of these dangers—through the church, homes, and the school, and everybody—and recognize that they have a

vital part in this great program of seeking the remedy so that America can continue on her course as the leader of the free world.

You know you cannot preserve freedom with criminals. You cannot keep America economically healthy with criminals, and certainly not morally or spiritually healthy. Therefore, the problem is, as someone said, how are we going to aid the youth so that their thinking and their living will be channeled into those channels that make for constructive manhood and womanhood.

We are asking you to provide some of the answers.

Thank you, Mr. Chairman.

Chairman KEFAUVER. Thank you very much, Senator Wiley.

Our first witness is Mayor Richard J. Daley, the mayor of Chicago.

We certainly are delighted to have you with us, Mayor Daley, and in this whole matter, from the time I have had any connection with this committee, and since you have been mayor of Chicago, you have been very fine in helping us with your suggestions and cooperating with this committee in every way possible.

We have followed your efforts as mayor of this great city and I want to compliment you on the constructive efforts that you have made, some of which are known to the public, some of which I happen to know are not known. We will appreciate your testimony.

I am sorry if we have delayed you in getting to the meeting of the council. I hope that they will forgive you.

#### **STATEMENT OF HON. RICHARD J. DALEY, MAYOR OF THE CITY OF CHICAGO**

Mayor DALEY. Thank you very much, Senator. I appreciate this opportunity to appear before this Senate committee investigating what I believe is one of the most important problems facing us today. The recent report by the Federal Bureau of Investigation discloses that the greatest increase in crime has occurred among the youth of our Nation.

It is frightening to realize what must be realized that the delinquent of today will be the adult criminal of tomorrow, and unless we stem this rise in juvenile delinquency we will encounter a criminal problem in the future that will have grave consequences for our society.

Delinquency is not a problem of slum areas alone. It recognizes no boundaries and is a matter of concern for higher-class neighborhoods as well as for areas of those who are less fortunate economically.

It has become a platitude to say there is no single cause for juvenile delinquency. One might say that juvenile delinquency is the result of the tension of present-day society and of the lack of good conduct of adults.

The causes of juvenile delinquency also can be found deep within the individual himself, in his home, community, his general environment. Thus our program for prevention must be an all-embracing program which seeks to utilize every agency of Government and every civic and social organization.

Chicago has paid special attention to improving and modernizing the approach and methods of the police department to combat and prevent juvenile delinquency.

As recently as June 24, 1955, 40 additional police officers were selected from the policemen who had completed a special police course conducted at our city junior colleges.

Police graduates of these colleges were carefully screened to qualify for juvenile work. All 40 of these men were instructed in the technique of handling delinquent boys and girls.

In addition to those men, six additional squads were added for the purpose of patrolling trouble areas. This brings the total complement of the juvenile unit to 141 police officers and we have every intention to add to that force both in quantity and in quality.

We are in the process of adding 1,000 more policemen, as the distinguished Senator has pointed out, to the police force, this year and 1,000 next year.

Most of these men will be assigned to patrolling the neighborhoods of Chicago and will serve as a positive force to deter delinquency and build a respect for law and order.

The use of these men will provide all the advantages of the policeman on the beat plus the mobility of 3-wheeled motorcycle and 2-way radio.

This will enable these men to patrol various neighborhoods several times daily and yet maintain close contact with the residents, the schools, and the churches.

Our record, which has been improved, should be further improved with the addition of these men and we are confident that the decline we have seen since 1952 will be accelerated.

However, the improvement of our police force is only one of the phases of the attack we are making on this problem. Our greatest contribution is in the improving, restoring, and revitalizing the entire city. This is the program that can strike at the heart of the problem.

As you and I know, Chicago has engaged in a giant conservation project in which we are rehabilitating complete neighborhoods. We have vast public-housing projects.

At present we are expanding and providing more modern facilities for our schools. We are increasing the supervision of playgrounds, and we are undertaking a citywide clean-up campaign to improve the health, safety, and appearances of the neighborhood.

This is what the city is doing to make Chicago a better place in which to live for its children and its families, but neither the city nor any social agency can take the place of the family, a home, a sound and happy home, which is built on the ideals of love, respect, and devotion, and which includes proper religious and moral education is the cornerstone for modern citizenship.

Parents should give good examples in guidance to their children in good manners and a good life. The home should be revitalized and restored as a happy family unit. In fact, the purpose of our vast physical rebuilding problem is to provide the foundation for this renewal of a wholesome family life.

As mayor of Chicago I want to congratulate this committee on its work in bringing to the attention of the public the seriousness of this grave problem.

I know that as a result of your work the Federal Government will give additional aid to the States and cities in their efforts to combat juvenile delinquency.

Chairman KEFAUVER. Mayor Daley, I want to thank you and commend you for a very excellent statement.

Senator Wiley?

Senator WILEY. I have no questions. I believe that you hit the crux of the matter when you said that the basis is the home and one of the real problems is how are we going to get the parents to become better rearers of their children. Do you agree?

Mayor DALEY. That is right, Senator; yes, sir.

Chairman KEFAUVER. Mr. Chumbris?

Mr. CHUMBRIS. I have no questions at this time.

Senator KEFAUVER. Mayor Daley, I think we all understand that when public officials take more interest and more money is appropriated, and when you take the lead as you are here taking in Chicago that that really inspires the parents to do a better job, too; doesn't it?

Mayor DALEY. That is what we are hoping to do, Senator.

Chairman KEFAUVER. And conversely when they try harder that backs you up.

Mayor DALEY. That is right.

Chairman KEFAUVER. I do want to say that I think you are making very substantial efforts out here. It is wonderful to see the interest that is being displayed by you and the city government.

We wish you well and again want to thank you very much.

Mayor DALEY. Thank you very much. Thank you, sir.

Chairman KEFAUVER. The Honorable Joseph D. Lohman, the sheriff of Cook County.

We have with us and already here some of the great religious leaders of this section and of our Nation, who are going to talk about how the home can be revitalized in this important field, and we are glad they are here early for our hearing. Some of our judges are here also.

Sheriff Lohman, you and your people have been very cooperative in helping us prepare our hearings and given this committee a great deal of encouragement.

You were very fine to invite me, as chairman of this committee, to come and attend a conference that you had here not long ago. I was not able to attend, but Mr. Bobo, our general counsel, did come and was with you, and he reported that it was the finest conference that he had heard anything about or that had been attempted.

I have read the statements of various people at that conference and I am going to order that those statements be printed in the appendix of this record, because they are splendid presentations which will not be covered specifically by testimony here, but I will identify the statements later for printing in the record.

We are very glad to have you with us and will you tell us what is on your mind at this time, Sheriff?

#### STATEMENT OF JOSEPH D. LOHMAN, SHERIFF, COOK COUNTY, ILL.

Sheriff LOHMAN. Thank you, Senator Kefauver, and you, Senator Wiley, for your kindness in coming to Chicago, in the first instance, to dramatize for us here what some of our problems are that in our small way we are attempting to face up to, but which are of such enormous proportions that whatever assistance and help we can get



from the National Government and the leaders throughout the Nation is very much desired and welcomed.

Chairman KEFAUVER. Will you put that microphone a trifle closer?

Sheriff LOHMAN. I appreciate this opportunity personally to share with you some of my thoughts about this problem which stem not only from my office, as sheriff, but from a professional career in the field of criminology and the study of juvenile delinquency through many years.

This has been my professional concern and interest since I first left the university to make a living for myself in the field of working with young people, and specifically problem youngsters.

So what I have to say stems not alone from my experience during the past 7 months as sheriff of Cook County, but draws upon research, teaching, experience, and opportunity back in a consulting capacity with various law-enforcing agencies throughout the United States through those years.

I want to say in the first instance that I appreciate the opportunity to submit the reports that were prepared in connection with your June 2 conference here in Chicago, and I would like to make available to you and Senator Wiley, if I may, copies of that now so you might have them available during the course of these proceedings.

Chairman KEFAUVER. Thank you.

Sheriff LOHMAN. I shall not confine myself exclusively to those materials, but I would like to comment on certain portions of them and extend my remarks.

America's No. 1 resource is its young people. The future of the United States, and, indeed, the entire free world, is being fashioned in the development and upbringing of our younger generation. What makes for their social and spiritual well-being augurs well for America's future. But by the same sign, social and psychological deficiency, delinquency, teen-age crime, and aggravated patrons of youthful lawlessness are an ominous cloud which can obscure that future.

The last 5 years have produced a steadily increasing army of delinquents and teen-age criminals. In the 5 years after 1948 the number of juveniles passing through our courts increased by 45 percent. Upward of 435,000 young people became wards of our juvenile courts. At least 3 times as many, over 1¼ million youngsters, were arrested or brought before the police departments of the Nation to be disposed of without benefit of judicial proceedings. If this trend were to continue for the next 5 years, our juvenile dockets would be bogged down with the pathos and tragedy of some three-quarters of a million youngsters as official wards of the United States juvenile courts.

The harvest of this mischievous whirlwind does not only reap directly in years of wasted youth and troubled community relations but in the aftermath of adult crime of confirmed criminality and attendant economic and social costs. To us in Cook County the rising tide of delinquency and teen-age crime has a special significance. For it is in the metropolitan areas of the United States such as Chicago and its environs that the most notable increases have taken place. The striking changes in our population numbers and distribution brought on by industrial and commercial expansion, not to speak of a flood of suburban residential construction, penned up during the defense years, have disturbed our community life and decreased for a

time the mature influence and directive guidance of a more settled neighborhood and community life.

I might say, parenthetically, I regard this as the crux of the problem which confronts us today.

We must take stock of our situation and direct our energies toward reestablishing those community controls which alone can bring this evil to bay. But the delinquency problem is less likely than any other crime problem to respond to purely negative measures of arrest and detention. Indeed, the bitter lesson of past years is that an ill-considered intervention by the police or the courts may produce an even more serious problem than the initial delinquent act. To deal with delinquency effectively, we must regard it as first and primarily a problem in prevention; and, second, if and when it requires treatment, as a task of rescue and restoration to the normal stream of community life.

But if this is to be accomplished, if the law-enforcement agencies are to perform a positive function in protecting, securing, and saving our young people, then we must join together as a team, the church, the police the social and civic agencies, the organized citizenry itself must effect a common purpose, an intelligent liaison, and an adequate machinery which will permit us to find the problem areas and treat the incipient delinquents at the first sign.

Senator WILEY. Don't you mention there, right there, the home and the school also?

Sheriff LOHMAN. Yes, I do, and I use terms here which are not designed to exclude them, but are to regard them as the very essence of the community.

This we must do before it is found necessary to formally adjudge them delinquent. If we need to so judge them, we must minimize the consequences of singling them out. We must avoid stigmatizing them as delinquents.

There is much that we must do, not the least of which is to brush aside the cobweblike myths that have obscured our thinking and action in that area.

Here are a few of the ghosts that should have been interred long ago, but bedevil us yet. If we will put them aside, a plan of action may be less difficult to formulate.

1. The myth that all delinquents are alike. They are only alike in the common name that we, the community and the law, give them—delinquents—and this is after the fact, not before the fact.

2. The myth that the severity of punishment or treatment is the ultimate effective deterrent. This has been disproved by 150 years of western European and American history in law enforcement and criminal justice. It is, however, the swiftness and the certainty of justice which impress, not the severity of punishment.

3. The myth that our problems are solved if they are removed from our sight from the community. This is something that is always seized upon the moment that there is a sensational or an especially abhorrent crime—take him into custody, remove him from the community. Every youngster must one day return to the community. We take an enormous risk when we place him in a correctional institution. It is almost certain that he will be even more difficult to adjust after such an experience.

5. The myth that the first offender should be merely admonished and given another chance, which, to use the language of the delinquents themselves, is really only a "pass." This is the term they have coined to describe the inadequacy of what we have done.

Such a "pass" is not a chance. It only serves to breathe a familiar contempt for the law. A real chance requires addressing the youngster's underlying needs, placing him in touch with persons or agencies who are equipped to cope with those needs. Indeed, this is the critical point toward which all the resources of our society should be directed.

5. The myth that there is some single and simple solution for our difficulty. There is no simple solution, but if delinquency is addressed in a community context with its multiplicity of institutions and resources among which are, first, the home and the church, we can bring to bear those aspects of community life which relate to the particular problem of the particular child at hand.

It is with a genuine sense of urgency, and under the responsibility which rested with me as chief law-enforcement officer of Cook County that I recently called in Cook County a conference designed to afford a blueprint for action. This conference has already inspired local communities to undertake an inventory and a coordination of the resources at the grassroots.

The juvenile bureau of the sheriff's office has been enlarged three times the number of its former personnel. In expanding its number, we have also broadened its concept. The personnel of that office are not only at the disposal of the several communities of Cook County with reference to the juvenile problems which may arise, but in assisting communities to mobilize resources and create machinery for dealing with the problems of delinquency at their local level.

As police officers, we are all too often meeting juvenile offenders who have been lost in the gaps between the different organizational resources which exist within our communities. Our juveniles are children whose problems no one has taken seriously enough to follow through on to a successful conclusion.

Their problems may be of two kinds, either there are no adequate resources in the community to help the child, or those resources which do exist are not well enough coordinated to properly handle all or parts of the child's problems.

As police officers, we pass daily through communities where new building projects are sprouting up out of the farmlands and prairies in our suburban area.

Pressure to build and provide adequate and comfortable housing for the citizens of our country has far outstripped the ability of these new collections of citizens to deal with the many problems which the new residents bring with them.

In fact, these are not communities at all. We use too loosely the term "community." A community is a group of citizens with a common purpose, with a relationship that is by way of affecting services for their several members, and not just a collection of citizens unknown to one another who live in a local vicinity.

There is a great deal of difference between a genuine community and a lot of new houses for people to live in.

A community has churches—that is a real community. It has schools, playgrounds, recreation centers, and well-developed civic organizations which tie together all of the people of the community

and provide the machinery with which all of the people of the community can act as a unit to solve their common problems.

Where this machinery does not exist, or where it has been impaired, unwholesome conditions and serious problems run their course unchecked. In other more developed areas of the county, the community resources are there, but they are not alerted or coordinated to attack the delinquency problems.

It is for this reason that we have made the problem of community organization against delinquency one of the main tasks of the sheriff's juvenile bureau. We feel that we are in a position to be helpful in this respect. We recognize the consequences when the resources are inadequate or proper coordination is lacking. We feel we can do a great deal to alert local communities to the dangers which are present under these conditions. We can acquaint leaders in the community with the kinds of resources which are required for doing an effective job. We are hopeful that we can create better coordination of the resources of the local community by helping to create community councils on youth problems. We can help communities get expert assistance in developing their community resources and in organizing such councils.

We have already begun the task of making contact with leading figures in a number of local communities with a view to doing this kind of a job.

The sheriff's juvenile bureau stands ready to be a resource to any community throughout the county that needs help in developing a strong program of delinquency prevention. We will not only assist in initiating local community action, but will maintain a continuing relationship with these community organizations through our case finding and case referral activities—for I personally regard a police officer as first and foremost a casefinder. This is not to suggest that he is a social worker. They are two very different tasks, independent and separate jobs. Social workers should and must be social workers, police officers must and should be police officers. But the police officers are the individuals who are the receivers of the complaints, the ones who ferret them out themselves, and they discover the problem individuals. Their great contribution can be to place these problem individuals in the hands of individuals and groups who are in a position to deal with their problems, rather than to perform this single function of stigmatizing them and hauling them off to the courts and to correctional institutions, particularly with reference to individuals, who at these very tender ages, and in these first instances, are in the minds of no one in the community ready for the courts or for incarceration.

The average youngster who burglarizes or uses narcotics or is involved in various forms of incorrigibility has given not just 1 but 2 and 3 and 4 signs to the organized life of the community that he is a child in trouble.

It takes the form of truancy, of incorrigibility, or vandalism. These are things which when taken note of and referred to agencies which are equipped to handle them, will bring about an elimination of the rising tide of delinquency and juvenile problems.

I would like to point out another aspect of the sheriff's office's interest which I should like to call to the attention of your committee and which I think is by way of noting a front in which all of us

must join more actively, not alone to discharge professional or specialized services but for each public and private agency, each group of citizens to in some way contribute beyond financial resources to the giving of adult direction and guidance to young people.

That is, as Senator Kefauver on another occasion, when I had occasion to listen to him, remarked, it is easy to get money but it is much more difficult to get service and this service cannot be replaced by specialized personnel.

The sheriff's office is joining in a positive program not to become a social service agency or a civic agency but to suggest what its share of the discharge of civic responsibility in addition to its professional services can and must be.

Chairman KEFAUVER. Sheriff Lohman, I think you have made a point here that ought to be stressed; that is, that in some communities some people think that they are effectively trying to give children a better opportunity and effectively trying to curb juvenile delinquency if they merely give money.

Of course, it is important to have the brick and mortar of the boys' club or the facilities for a baseball team or a band or something of that sort, but over and above that, as you have pointed out, what these kids need is responsible and thoughtful adults giving of their time and of their individual thought.

Isn't it true that teen-agers, in your experience as a criminologist and as a student of this problem, are going to look up to somebody? They are either going to look up to a Dillinger or to a good citizen, the man of church, a businessman, and it is the responsibility of our citizens in addition to the giving of our means, to give of our time and effort so that the kids will look up to them.

Sheriff LOHMAN. This, I think, is a priceless ingredient. We cannot substitute for it and in the absence of it the children, juveniles and teen-agers, alike, will build their own social world, develop their own self-conceptions, and live outside the range of adult direction and guidance.

We must purposefully, deliberately, and in a calculated fashion, provide not only the direction of fathers and mothers but a supportive and reinforcing influence from other adults to that direction which mother and fathers give and wish for their children.

Some specific areas in which the sheriff's office is joining in a positive program of this kind, is along these five pilot programs that I should like to enumerate.

First, the community councils, that is, councils organized and advised by the sheriff's office or made up of local community groups the Boy Scouts, American Legion, schools, business groups, veterans' groups which have been set up as a direct result of the June 2 meeting entitled: "Searchlights on Delinquency."

These groups are helping to provide constructive activities for children as well as referring problem juvenile cases to the proper agencies, and I am happy to announce we have made considerable progress to this point in developing a cooperative program with the United States Marine Corps to be centered in the sheriff's office in the organization of an enterprise which we will regard as our contribution in cooperation with the marines in the development of Devil Dog teams.

At the present time we are asking the assistance of the Marine Corps in undertaking a countywide youth program to promote character building among the most susceptible teen-age youths. As this program develops and it is well along the way and will be in action in the following months it is certain that the teen-agers will be given their indoctrination work at the training ground under the direction of the Marine Corps.

It is our plan to send 1 platoon of boys per week of 45 to the Marine detachment at Great Lakes for the entire month of August. This will be conducted under the auspices of the Marine commander of that center and supervised by the Marines stationed there.

It is our belief that a program of this kind will promote much toward making good clean citizens and that it will also promote national patriotism.

Then there is the juvenile squadron. We are at the present time enlisting the aid of over 5,000 Cook County young people, and these youngsters will set a law-abiding example and will help companions to become worthwhile citizens of Cook County. This is being organized into platoons. As a symbol of the trust we place in them they will receive a star and a pledge identification card, that must be signed by the holder and delivered to the parents, and is subject to return by the parents at the time the youngster finds himself in dissident relationship with the parents.

The Little and Teen-age Baseball Leagues are something that the sheriff's office has cooperated with in sponsoring the league. We have seized upon this as an avenue in which our own police can act as managers and trainers of teams. We have organized two baseball teams, as the sheriff's police baseball teams. These are made up of children from all over Cook County and they play regular games and they are sponsored by the sheriff's office. One member of the highway force manages an entire district division of the Little League. This is performed on their own time, this service, not as police officers.

Of course, the obvious effect of creating a positive attitude toward police officers by young people in performing this function is apparent.

Other members are giving active direction to several of the teams.

The mobilization of high-school activity. Thus far 28 high schools in the Cook County area have been mobilized into a single unit to work in combating delinquency. The assistant county superintendent of schools' representatives have been working with each high school throughout the country bringing the attention of the behavior to the group and it is something beyond the line of duty, this interest they are showing in the youngster.

This program is undertaken with the hope that the combined efforts of the cooperating agencies will in many instances curtail delinquency. This will be of basic service to the children, the schools, and the community. I do not want to suggest that these activities are a substitute for or of greater importance than an all-around efficient job of law enforcement. This is our job. But we have, along with other agencies in the community, a responsibility for contributing over and beyond the line of duty as citizens of the community in just the sense in which Senator Kefauver remarked. These are problems that no one recognizes as clearly as the police and law enforcement agencies.

In recent weeks the sheriff's office has seized marihuana patches to the value of over \$10 million, and placed them under surveillance, and

completely destroyed them, so that they could not enter the narcotics market.

We are discharging our responsibility as a law-enforcement agency. We call upon other citizens of the county and stress the need for every citizen's giving of himself to this problem, else it will not be solved merely by specialized service.

Thank you very much for this opportunity.

Chairman KEFAUVER. Thank you very much, Sheriff Lohman. We will have a few questions to ask. Senator Wiley?

Senator WILEY. I want to say that I have just listened to what I consider one of the most instructive and able analytical statements I have ever heard on this problem.

I am certainly happy to know that in the suburb of Wisconsin—which Chicago is—that we have such an able sheriff in this great county, one who not only does things, but thinks things through.

After all, in our youth we are dealing with common clay, and we can make it into solid stuff, or we can make it into explosive material that will mean danger.

I like your statement that we have to quit using negative methods and indulge in positive or prevention or restoration methods.

I am certain that everyone that has lived at all in this audience recognizes the influence of some woman or some man in his life.

I personally remember a schoolteacher, one who reached out to a boy in high school who was fearful, wondering what life contained, what was ahead, one who taught by her own life and by her own words the inspiration that comes from making life a challenge.

I can remember, as I look back through the years, the influence of that one life. So I think your particular statement in reference to all of us having a job on our hands beyond the call of duty is a challenge to every man and woman.

Could you tell me how many, in round numbers, you figure in this community—what is it now, close to 4 million?

Sheriff LOHMAN. Over 4 million.

Senator WILEY. How many in the last year would you say had delinquents in youth? Do you have any records to show it?

Sheriff LOHMAN. Well, curiously enough, no totalized records for the county of juvenile delinquents. We have a record of the number of cases on which petitions are filed before the juvenile court. It is interesting to note that there has been a slight—I can't give you the exact round figure. Perhaps Judge Dougherty or maybe one of the other members of the bench who are here can tell you how many cases have been filed before the courts. I don't have those figures with me.

But there has been a slight decline in the number of cases on which petitions have been filed in the Cook County juvenile court. But one of the problems we have with reference to juvenile delinquency is that we do not have even a central clearinghouse in this county with reference to the problems of young people outside of the cases in which petitions are filed with the courts, and this is one of the things we are presently working up in the sheriff's office.

There is a sizable number of youngsters, far too many, who present themselves as problems annually to the juvenile court and to the police here in Cook County.

Chairman KEFAUVER. Senator Wiley, may I interrupt at this place to say that Mr. Lloyd D. Ohlin—

Sheriff LOHMAN. Has the figures on that.

Chairman KEFAUVER. Director for the Center of Education and Research, testified before your conference that Cook County, unlike most of the rest of the Nation, for 1953, had decreased from 17,000 to 16,000 in 1954 the number of young people, teen-agers, coming into the juvenile courts.

But also in his report he said that there was a slight increase in the number that were being sent to correctional institutions. So apparently through the combined efforts of all of you and the people of this community, you are doing a little better than holding your own, and you are making some progress on getting the number down.

Senator WILEY. Mr. Chairman, I like particularly what he suggests, that instead of making records of first offenses and all that, many of which—after all, we have been in two world wars, and we are always talking about courage and talking to the youth about adventure and daring. A good many of our youngsters are literally taught by a brainwash—by what they read, and hear, and see—that it is an age for them to do something that they might call unusual.

I am very much impressed with that part of your article where you talk about prevention and restoration. I know a little bit about history, and I remember one great religious leader on one occasion said he saw a criminal go by, and “except for the grace of God, there go I.”

And I remember on other occasions where I have read that some of the great leaders of the church have admitted at times in youth indiscretion and things like that, but they got the light.

Our problem is to use every channel that we can to give the boy and the girl the direction, the inspiration that causes them to see that life consists in doing right and living right instead of living in their senses and in violating the law, and to me that is a question largely of instruction in the right way—not pounding it into them, but insinuating it into them.

We all know that as boys and girls come into manhood and womanhood, and, say, puberty, something opens up to them—they don’t know what it is—that reaches out for an understanding of the meaning of life and anyone who has children knows that here is the opportunity for someone to give guidance and direction, and it is a tremendous problem, and we must alert America to the job. As you said, each one of us has got a job, and we cannot pass the buck to Washington or to the sheriff’s office or anyplace else. It is the job of every citizen, whenever he sees a boy or a girl that needs some kind of a pickup, some kind of inspiration, or guidance, or direction. And they are hungry to make contact with us. These youngsters want to know us and want to know whether we are part of their team, or whether we are outside criticizing so, again, I thank you, sir.

Sheriff LOHMAN. There is a notion loose in the public that if a youngster is in trouble and persists in trouble that that stems from some basic difficulty within him, or wrongness. The researches and studies of the psychological and social sciences and the humanities and religious studies, if they were relied on, and attended to, would expose this error. The youngster who first commits a delinquent act, as we call it, does not, in fact, conceive of that act as a delinquent act.



It is merely action. The most terrifying effect that society can produce is to define his act for him in such a way that he conceives himself as one who cannot do right, who conceives of himself as one who can only do wrong, who gets a conception of himself as delinquent. This attitude is the direct produce of the system of law, if you please, the system of courts, and the system of institutionalization which this country has built up with a quite different purpose—not with malice, but this is the fruit of it, and I say without hesitation that half of the young people in the reformatories and the training schools of the United States should not be there at all, not because they are not serious problems, for they are, but because most of their seriousness is the consequence of our failure to deal with them intelligently because we deal with them in such a fashion that they are forever lost to us as persons on the other side of the law.

They get their conception of themselves as delinquent or criminal because we have so treated them and because they are persuaded by us that they cannot live any other way.

That is why I feel that the law-enforcement officials of the United States have an extraordinary opportunity to perform a new role if they are equipped to perform it, if they get the conception of their own, i. e., to prevent youngsters from getting, as a result of initial misdeeds, this kind of a conception of themselves, to plow them back into community life, and I have been tremendously encouraged by the two pieces of legislation which you, Senator Wiley, and you, Senator Kefauver, have proposed as a result of the explorations of this committee, that is, to act as a catalytic agent, as I regard this legislation, in encouraging communities all over the United States to give their police departments and personnel officers and local communities a role that they can play that is of a positive character, to kick this thing off; it won't start itself anywhere in the United States. Someone has to do it and this is a service which I think the Federal Government can help to help the communities to become more responsive and police departments in playing a positive role in keeping the youngster from becoming a delinquent and being stigmatized by accepting this definition of himself as delinquent.

Of three youngsters who go to the police, two are disposed of by the police departments of the United States without benefit of any authority. One of them goes to the courts. This one is one that goes after a first, second, and third failure, with these first two by the police departments.

If you can check that failure at this point we will not have this third occasion, their appearance in the juvenile court. We must give the police departments the resources, the capacity, the ability to deal with these youngsters when they are indeed deciding the fate of these youngsters and they can do it with the cooperation of local communities, the groups of citizens.

This I think is the answer, if any answer is available, and at the local level, with the mobilizing of the good will of the entire body of citizens.

Chairman KEFAUVER. The two bills you referred to just now are S. 894 by Senator Wiley and S. 728 by myself, and with some others, Senator Langer and Hendrickson as other sponsors.

The general purpose of these bills is the same and you were good enough to come to Washington and testify before the Labor and Education Committee in support of them.

Your very excellent statement will be read and studied by this subcommittee. It will be helpful to us. It will be helpful to people all over this Nation who read it, and they will read it.

You, here in Chicago, know the sheriff's background, but others might not. You are now the sheriff of Cook County and prior to that time you made a specialty of criminology and the behavior of young people; you made a special study of the whole problem of juvenile delinquency; you have served on the board of parole; you have taught criminology and these problems at the University of Chicago, and I believe you are still a part-time lecturer there, are you not, Sheriff LOHMAN?

Sheriff LOHMAN. Yes.

Chairman KEFAUVER. Well, we could spend a good part of the day talking about the points raised in your testimony but I would like to conclude by saying your statement is very useful and helpful and well considered.

We hope you will stay with us here during the 3 days as much as you possibly can.

Senator WILEY. May I ask a question?

Chairman KEFAUVER. Yes.

Senator WILEY. Again I join with the chairman in complimenting you on your very thought-provoking statement. Out of the air we can't get at some facts but have you any records to indicate how many of these delinquent youngsters come out of homes—have you any thoughts as to the obligation of the State in relation to children where the parents themselves are law violators?

Sheriff LOHMAN. The records of the juvenile courts and the studies of juvenile delinquency have a correlation between juvenile and adult delinquency from which these delinquents come.

The figures are almost unnecessary to present in statistical terms. I mean, it is almost a one for one relationship, because the standards and the norm set by the home are immediately taken on by the youngsters and expressed in them.

Senator WILEY. What is the answer.

Sheriff LOHMAN. The answer, of course, there is, as I see it, the same answer that we present with reference to the individual delinquent, namely, that society must address the problem of that home and that family as a problem in community organization and community service. It is a community responsibility. It is not just a matter of taking youngsters from such homes. To do so exhausts the capacity of the community to deal with the problem, but it has often been suggested that if youngsters get into trouble we should crack down on the parents. Cracking down on the parents would be no more effective than to crack down on the youngsters.

We must deal with the problems that have actually brought these adults themselves to crime, as it in turn brings these youngsters to crime, and this is a very complex picture of the role and place of that family in the life of that community.

We get into the problems of economic opportunity, we get into problems of racial discrimination, we get into this whole range of disorganization and discontent in the community life which gives an unhealthy family as the scene for a youngster to develop his delinquency in.

You have asked a vexing question, one for which there is no ready answer, but that family has to be looked at in the community in the sense in which we look at the youngsters in the family in the community.

Chairman KEFAUVER. Thank you very much.

We are honored to have as our next witness His Excellency Bishop Bernard Sheil of the Roman Catholic Diocese of Chicago.

Bishop Sheil, we wish to thank you very sincerely for coming here and giving us the benefit of your wide and great experience and your effective work and thinking about this problem, and we will be glad to hear from you.

#### STATEMENT OF BISHOP BERNARD SHEIL, ROMAN CATHOLIC DIOCESE OF CHICAGO

Bishop SHEIL. Thank you, Senators.

The teen-age kids of this country, for the first time in years, have a sense of belonging. They have been in the process of revolution for the past 5 years or more, living in scenes of violence, low morale atmosphere, inadequate housing, no opportunities of utilizing energy in playtime activities, second-rate education—all of these things have developed in the minds of great numbers of teen-agers a sense of not belonging, of having no part in the community, of finding no security or love.

Generally, they have been the great dissenters of these last years. In order to understand this, perhaps it might be wise to consider a distinction, and it has seemed to me that in the distinction we can find the pattern of behaviorism on the part of the millions or more teen-agers who fall in the class of poverty and destitution.

Poverty is the minimum of life's expectancy with hope. Destitution resolves itself into the lack of even the minimum things that are required and no hope.

These teen-agers of the past years, bored because of a lack of hope, mad and angry because of opportunities never given to them, in order that they might become the type and kind if citizens later on that was expected of them.

And at last it has penetrated into the complacency of the American people and their smugness that there is a tremendous job to be done, a job of love, a job of care and attention, to the problems and aspirations, too, of these teen-agers.

Experience has taught, over a period of years, that patience is required in the direction of these young people, but they have tremendous potentials, and the cost of bringing this to the attention of the American people in the loss of these great potentials of the young people is one of the saddest aspects of the entire problem.

When you consider, for example, that 250,000 automobiles were stolen and 125,000 youngsters participated in stealing these cars, and the only offering that we have made to them is simply the application of the law—which is essential and necessary—but we have never tried to do any positive thinking in order that we might at least give them something that would make them feel that they were a part, we will say, of a motor, a part of an old automobile, a part where they

could exercise their ingenuity, display their skills, and then perhaps have that as their own under proper direction and guidance.

This is just one of the little sidelights where, as the sheriff very finely said, positive thinking is essential and necessary in order that progress might be made in bringing back this revolutionary crowd of teen-agers into the main stream of American life, with new hope, and with the understanding that they will have a chance.

The New York Times, a few years ago, made a very definite contribution to some knowledge in regards to this when they queried 50,000 high school students and they found that out of that 50,000 high school students two-thirds of them had never heard of the Ten Commandments. That is rather a shocking thing when you come to consider it, because here is the law of the ages that gives us the norm whereby we are able to judge of our actions, and yet two-thirds of that 50,000 had never heard that there was such a thing as the Ten Commandments.

You take, for example, the byproducts of the situations of this type and kind—the use of dope, pornographic literature, the terrifying and destructive things that come out of that. Every agency of government should be alerted in order that that particular thing would receive proper attention so that the childhood of these boys and girls would not be destroyed by that type and kind of literature, which is more destructive than anything we could ever imagine or see.

Just, for example, within the past 24 hours, the business manager of a big concern sent me a note—and I believe Judge Dougherty has the article itself—in which a whole new list of names had been put on the mailing list of some of these publishing houses, and this type and kind of literature was being sent through the mails to these concerns.

Now, when the Federal district attorneys of the United States are alerted to the necessity of coping with this problem, which I have known personally since the early 1930's, then we will begin to obtain results.

In regards to dope, what are you going to do with a boy who, because of boredom, because of lack of hope, becomes the prey of the push man? What are you going to do? We have no control stations where that boy can be tidied over until such a time as he might be placed in an institution for a complete cure and, consequently, if we refuse to accept any of the things that might alleviate these terrible problems, then we are not doing the task, either in our community or through the law-enforcing agencies, as we should.

These, gentlemen, are just a few of the things that have come out of my long experience with all types and kinds, from the criminal that was being prepared for the gallows to the ordinary boy who perhaps has a potential to become delinquent, and yet allow me to say never in all my life has there been such affection, such courtesy, such consideration as these boys and these girls have given to me during all the years that I have been a part of them. Thank you.

Chairman KEFAUVER. Bishop Sheil, anyone hearing your statement is inspired. I only wish it was a message that all of our people in the country could know about and hear. We appreciate your coming here and being with us.

Senator Wiley has some observations and questions.

Senator WILEY. Mr. Chairman, I agree fully with what you say. I don't know why it flashed into my mind, but the bishop in back of you is a member of the Greek Church, and I remember on one occasion I happened to be sitting opposite the Greek Queen at a dinner in Greece. She is a great woman and she concluded her talk, "Gentleman, it is a time for greatness." I think, sir, that you recall that item—it is a time for greatness in the sense that we must save the youth of America, and we must do it by, as you said, love, and following through, recognizing that almost each youth is an individual problem and requires guidance such as you have given. Thank you, sir.

Chairman KEFAUVER. Bishop Sheil, if I may detain you just a minute—

Bishop SHEIL. Thank you.

Chairman KEFAUVER. You brought up one subject that amazed me, and that is among a certain group that such a small percentage of young people even knew about the Ten Commandments. I appreciate the principle in our public-education system, and our education system of not teaching any creed or any particular type of religion, but you know, whether we are Protestant, Orthodox, Jew, Catholic, or whatever we may be, it is certainly a mighty fine thing for kids to know about the Ten Commandments, and to have some basic moral ideas and teachings.

In our armed services, the boys who are inducted are given literature on basic morality which has carried many of them through, and yet we seem in our schools to have gone to a ridiculous extent, it seems to me, the other way in not even having basic moral ideas taught to our kids—not protestantism, catholicism, judaism, or any particular religion, but just basic ideas of moral responsibility—and the necessity of decency.

Would you be willing to express your opinion on that matter?

Bishop SHEIL. It seems to me, Senator, that one of the things that is essential and necessary is that all religious groups take advantage of release time—and not expect a child to come to us but go to the child ourselves and in that way establish a personal contact, and when the personal contact is made, either with one or with him, then it would be possible to inculcate these very definite moral values that are essential for right living.

The second point is the development, we'll say, of the young religious leaders who would be a medium through which ethical principles would be given, we'll say, to the class of which he is a part.

There are many ways in which that can be accomplished, but the very specific way is a better utilization of release time on the part of the religious groups of America.

Chairman KEFAUVER. Thank you so much, Bishop Sheil. It is good to see you again.

Bishop SHEIL. Thank you.

Chairman KEFAUVER. It is wonderful to be with you.

After our next distinguished witness, we will have a short intermission or recess.

Our next witness is Bishop Ezekiel of the Greek Orthodox diocese of Chicago.

Bishop Ezekiel, will you have a seat, sir?

## STATEMENT OF BISHOP EZEKIEL, GREEK ORTHODOX DIOCESE OF CHICAGO

Chairman KEFAUVER. On behalf of the committee, and all of those who are interested in what we are working at, we want to thank you for coming and being with us to pay tribute to the youth and of the fine influence and leadership that you have had, not only among so many people, but among so many teen-agers in this section throughout the country.

We thank you for being here, and we will be glad to hear from you.

Bishop EZEKIEL. I want to thank you very much for the honor and privilege given me to come before you and testify on this very serious problem which our country is facing and I want also to express my profuse gratitude to your committee for your wonderful work in this problem.

I have heard with interest and appreciation the previous testimony and I was more particularly interested in what Mr. Lohman said about restoration and about finding ways of preventing juvenile delinquency.

In this respect I would like to point out the need of stressing more and more the importance of religious convictions and of faith in God to all our citizens.

The older ones—and the younger ones must not neglect the older element—because there is where juvenile delinquency begins; if the older person is not well-orientated, if he doesn't have a good philosophy of life, if he doesn't have principles and faith in a supreme authority, in God, then he is not able to guide a child.

Therefore, we must not deal with this problem as a problem of juveniles alone. It is both a problem of juveniles and a problem of older people.

I would also like to point out that you cannot have morality without a belief, a sincere belief and a conscious belief in God.

Morality involves self-control and self-restraint and discipline, and these things must spring from the will of man and from a respect for law, but the law must command authority enough to be respected, and only if we have belief that it comes from God Himself, then we find it easy and our wills will more easily comply with this law.

We must never forget again that America has been established and founded and the American way of life has been initiated by God-fearing and God-believing people, and the American way of life and government, basically, is nothing else but the development of these religious ideals and principles, and it sprang—the American way of living—from a love for freedom and from a respect for God.

Therefore, I would like to urge all people concerned to a missionary work throughout the country for the revival of religious faith and principles and ideals and also it is not enough to teach a child.

Morality cannot be followed without an example. You live the American way of life and the Christian way of life, the religious way of life only if you see it lived in others, in your elders whom you respect.

If you don't have anyone to show you the way then it would be very difficult to follow it through no matter what you are taught about it.

CHAIRMAN KEFAUVER. Thank you so much, Bishop Ezekiel. Senator Wiley?

Senator WILEY. Yes, I want to join with the chairman, Bishop, and to thank you also, although I had the privilege and pleasure of introducing into the records concerning S. 106, the bill recognizing the Greek Orthodox as a faith designation in our Armed Forces.

Bishop EZEKIEL. Thank you for that.

Senator WILEY. I thought you would be happy to know that. I realize fully that back of all our efforts to get the youth to go straight must be the fact that we inculcate in the youth, and particularly in the parents of the youth, those principles that you have spoken about so well. I thank you, sir.

Chairman KEFAUVER. Bishop, I think the record should show that you were the former Bishop of the New England Greek Orthodox diocese; also the head of the theological seminary, and we certainly appreciate this message which you have brought here today. We hope that through the medium of this committee that it may be brought to a lot of people throughout the United States.

We appreciate and applaud your fine work among your people and among so many American youth. You might be interested in knowing, as you probably already know, that this handsome young man on our left, our associate counsel, is one of our finest young American citizens and lawyers of Greek descent. I don't know if you know Mr. Peter Chumbris or not.

Bishop EZEKIEL. I know him and we are proud of him. Thank you very much.

Chairman KEFAUVER. You should be proud of him. Thank you very much, Bishop.

We will have about a 7-minute recess at this time before calling Judge Dougherty.

(Whereupon, a brief recess was taken, after which the following proceedings were had:)

Chairman KEFAUVER. The subcommittee will come to order.

We are glad to learn that we have Mr. Douglas Anderson present, who is administrative assistant to Senator Douglas, of Illinois. We received letters from both Senator Douglas and Senator Dirksen, expressing their interest in this hearing and their regret at not being able to be present, and expressing their thanks to us for coming out and having this hearing in Chicago.

We are glad to have Mr. Anderson with us at this hearing and we appreciate his time.

Our next witness is a very distinguished citizen, Charles S. Dougherty, chief justice, Circuit Court of Illinois.

We know of his great interest in domestic-relations problems and his long study and the wholesome influence he has had in this field.

He has worked for the Veterans of Foreign Wars and other organizations. We are delighted to have you with us, Judge.

#### STATEMENT OF CHARLES S. DOUGHERTY, JUDGE, CIRCUIT COURT OF COOK COUNTY, ILL.

Judge DOUGHERTY. Thank you, Senator.

Chairman KEFAUVER. And we will thank you for your counsel and advice and your statement.

Judge DOUGHERTY. May I preface my remarks by saying that it is always my unfortunate experience that whenever I am called upon

to speak at a banquet, or any other formal occasions, I am usually called after the most eloquent speaker of the evening, and to follow those two very fine expositions of this problem as given by Sheriff Lohman and Bishop Sheil, I think I will leave the philosophy to them and try to discuss facts in connection with the juvenile delinquency problem, as I view it.

Senator WILEY. Aren't you just a little bit modest, Judge?

Judge DOUGHERTY. No; I don't think so, Senator. I have never been accused of that.

Chairman KEFAUVER. Well, I will tell you, Judge, if you knew what some of your Senator friends in Washington say about you, you would agree with Senator Wiley that you are just a little bit modest.

Judge DOUGHERTY. I plead guilty.

However, as a background, I was assistant State's attorney for about 12 years in Cook County, back in the roaring twenties. I have been a judge for 19 years.

For the past 21½ years I sat out in the criminal court, the last year I served as chief justice in the criminal court.

During my service on the municipal court bench I was assigned most of my time to preside over the Felony Court of Chicago, and I was always impressed, and I also was assigned to the boys' court, with the inadequacy in handling the teen-age problem in Chicago.

When I began trying the felony cases, that is, after indictments out in the criminal court a few years ago, I was struck, as everyone must be, with the incidence of teen-agers appearing before the bar of the court, charged with serious crimes of murder, manslaughter, rape, and all the gamut of felony cases.

So I began talking, as was my custom, to a good many of the defendants who came before me, and I discovered, to my amazement, that a good many of those kids coming before me were avid readers of these comic books, and literature of that type—a situation which I had never paid much attention to. I had observed those publications on the newsstands during the years as I passed them by, but never gave serious thought to them, or to what the consequences of their existence might mean.

Senator WILEY. Don't you even read Davy Crockett?

Judge DOUGHERTY. I read that. I follow his adventures very carefully, but as I talked to these kids that were awaiting sentence to penal institutions, I discovered that one of the things that contributed to their presence before the bar of the court was the fact that they had been subject to this type of literature.

I was the Americanism officer of the Veterans of Foreign Wars, and 2 years ago, when I went to the national convention in Milwaukee, I suggested to the newly elected commander of the Veterans of Foreign Wars that probably the finest work that our Americanism committee could do would be to begin a frontal assault on this type of literature. He agreed that it was a fine work for our organization to participate in, and we were mandated by the resolutions committee to begin an attack on this type of literature.

Now our organization consists of about a million men and about another million women who belong to the Women's Auxiliary of the Veterans of Foreign Wars.

So with the close of the convention in Milwaukee we began a determined effort to do something about the evils of these publications, and



I am happy to report that for the past 2 years all the posts throughout America have been extremely active in this type of work.

Now, we realized, of course, that we could do nothing to formulate legislation, pass legislation, but we felt that the way to attack this problem was to alert the parents of America to the dangers of children coming under the influence of this type of literature, and we enlisted the aid of the rabbis in the churches and the priests of the parishes and ministers of the various churches to deliver at least one sermon a year calling the attention of their parishioners to the incidence of this type of literature, and I think it has been very effective. It probably hasn't been too noticeable in the larger urban centers, but in the smaller communities throughout the Nation I know that their work has been very effective, because they went to the distributors of this type of literature, announcing whom they represented and what their purpose was; they pointed out to the business people who were selling this type of literature to their kids that they had better get wise to themselves and discontinue it or they might find some repercussions in their business, and I think it proved very effective.

Along about that time your committee began to become publicized, and the work that you have been doing in the past 2 years, without legislation, has done more to stem this evil than anything that has been done in any previous decade.

Yesterday afternoon I went out to the criminal court and checked up some records in some cases—

Chairman KEFAUVER. Before you go on, let us thank you very much for your encouragement for the work our committee has done in this field.

Judge DOUGHERTY. I didn't mean to flatter you. I am stating what is an absolute fact.

Senator WILEY. That doesn't hurt any.

Judge DOUGHERTY. I thought Senators were immune from flattery.

Well, yesterday afternoon I went out to the criminal court to check up—I am not presently assigned to criminal court. I finished my tour of duty out there as chief justice last year, and I may say, incidentally, I kept some pretty accurate figures last year with reference to the incidence of teen-age defendants in the criminal court. I had an opportunity to do it because as chief justice all persons who are indicted come before the chief justice for arraignment.

We had 835 teen-aged defendants in Cook County last year in the criminal court. They had been indicted for the serious crimes of anything from murder down to larcenies of automobiles and all the other lesser felonies.

But out of the 835 defendants, 400-and-some—I have forgotten what the odd figure was—the investigation reports, probation reports on the investigation made preliminary to sentence in connection with these kids, reflected the fact that out of the 835 defendants, more than 400 of them were the products of broken homes, homes that had been broken by divorce in the main; some, of course, from other reasons.

But it points up the fact that the great load of cases that are coming into the criminal courts not only throughout Chicago and Cook County, but throughout the Nation, are coming from these homes that are broken up by the evils of divorce.

As I say, I was out there yesterday afternoon checking into some records, and Mr. Block, first assistant States attorney, handed me a

very interesting communication. It was referred to by Bishop Sheil in his brief appearance before you. It is a publication that I have had knowledge of before, of which I, working with the State commander of the New York Veterans of Foreign Wars, have been trying to do something about it, but apparently nothing has been done in the State of New York in connection with this particular publication. It formerly was sold here on the newsstands here in Chicago, but through the efforts of Lt. Tom Sheehan and his squad, who supervise this sort of thing, they have been kicked out of Chicago, and you can't buy one of these things on the newsstands here any more. I was amused by one of the things that they say in the brochure that they are sending out. Apparently they have gotten a mailing list of all the large corporations here in Chicago, and they are sending this brochure out to the employees of these organizations, as referred to by Bishop Sheil.

They say that "Chicago news dealers are afraid to sell"—naming this publication—"because local policemen"—

Chairman KEFAUVER. Judge, don't have any hesitation in naming this publication.

Judge DOUGHERTY. Well, it says—

Chicago news dealers are afraid to sell—

the reason I don't like to publicize it is because I don't like to give them the advantage of having somebody subscribe to them, but anyway—

The Chicago news dealers are afraid to sell Good Times because local policemen who do not bother to read court decisions harry news dealers who display the magazine and news dealers are afraid to stand up for their rights—

whatever rights they have to distribute this sort of filth I don't know—even though wherever it is displayed Good Times outsells every other 50-cent magazine.

I am not going into a résumé. I am going to leave this with your committee, with your permission, and ask you or your investigator to see what he can do in carrying out the investigation in connection with the distribution of this terrible thing that is being distributed through the mails.

Senator WILEY. Was it distributed through the mail?

Judge DOUGHERTY. Yes.

Chairman KEFAUVER. Judge, we would appreciate it if you would file that as an exhibit.

I may say at this point since arriving here about 9:30 last night, four people that I just happened to meet have given me envelopes addressed to them containing this same pamphlet and advertisement, and the order blank that you have there.

This alleged magazine or "Good Times" is published by a fellow named Sam Roth. Sam Roth was one of the witnesses we had before our subcommittee in New York. He is a wholesale dealer of smut, and has been indicted a number of times. He has been indicted now as a result of some information brought out in our hearing in New York, and we hope that this new statute that we finally got enacted prohibiting the carrying into interstate commerce of pornography and other kinds of filth may have some application upon what he is doing.

We hope also that the good people and the officials of New York, and the VFW through whom you are working, will do what they can to see that this kind of publication and others similar to it constitutes some criminal offense and may be brought to justice.

He testified that these circulars will affect adults but not minors, but we find that his lascivious literature getting into the hands not only of adults but minors and anybody else who happens to be on his mailing list. Also, it would be interesting to note that in Sam Roth's testimony he stated that he had mailing lists with names, I believe, in excess of 1,200,000 all over the United States. We found this stuff getting out all over the country, and we are glad you are working on it, too, Judge.

Judge DOUGHERTY. I cannot understand, myself, how literature of this sort continued to be printed. They recite for instance one of the past stories that their magazine contained—The Sex Life of Rita Hayworth, The Lowdown on How the Great Poet Lord Byron Seduced His Sister, The Real Reason Why Sloane Simpson Left O'Dwyer, A Portfolio of Naked Dancers, and Where and How To Get a Woman in Boston.

That is just a sample of the 12 stories that they say are contained in this document. It is mailed in a first-class envelope, with a reply envelope, and also with postage paid for the reply. I should like to have it made a part of the record.

Chairman KEFAUVER. It will be made a part of the record.

(The document referred to was marked "Exhibit No. 1," and is as follows:)

CHICAGO, ILL., July 12, 1955.

Mr. ERWIN BLOCK,  
*Acting States Attorney,  
Criminal Court Building, Chicago, Ill.*

DEAR SIR: We are a large business firm in Chicago and for obvious reasons must send this letter to you unsigned.

The enclosed piece of obscene literature was received by our firm in this morning's mail, which, as you can see, was mailed to us from New York City according to the canceled postage meter stamp on the top part of the envelope.

We cannot help but feel that people who disseminate this type of filth are guilty of a foul crime to society and should be dealt with accordingly. Is it any wonder that our newspapers are filled with heartbreaking sex crimes and child delinquency when they can be fed this type of destructive reading.

We felt that this should be brought to the attention of your good offices for the sake of human decency.

Respectfully,

The World's Most Fabulous Magazine—50 Cents

Why Your Newsstand Doesn't Carry It!

GOOD TIMES—A REVUE OF THE WORLD OF PLEASURE

Find Out How You Can Get It!

The three vital questions:

1. Why have you not heard of Good Times?

2. Why are 9 out of 10 Chicago newsdealers afraid to sell Good Times?

3. And how are you going to manage to get the Chicago sex-dimensional issue?

We'll answer your questions, and when you've read our explanations you'll have to literally hate yourself not to turn to the next page and act on our instructions that will get it to you.

1. You have not heard of Good Times because our newspapers and magazines are shamelessly timid and fearful. Although two recent United States Supreme Court decisions have upheld the right for publications to contain nude photos,

the yellow journals still turn down all advertising and publicity of books and periodicals containing nudes.

2. Chicago newsdealers are afraid to sell *Good Times* because local policemen—who do not bother to read court decisions—harry newsdealers who display the magazine, and newsdealers are afraid to stand up for their rights. Even though wherever it is displayed *Good Times* outsells every other 50-cent magazine.

3. To get the Chicago sex-dimensional issue just turn to the next page and fill out the coupon at the bottom of it—and mail it to us. You will get 3 issues immediately, and the next 9 numbers monthly as they appear. (See special gift offer on next page.)

#### IN THE FIRST 12 NUMBERS OF GOOD TIMES

These are no longer for sale—but they'll give you an idea of what is in store for you in the next 12.

1. Leading story *Inside a Nude*, describes how a beauty feels under male eyes. *Body and Soul*; 6 photos of an 18-year old upstart from Paris in the nude. *Breasts Awake* describes (in word and picture) the varieties of the female breast. *A Confession of Homosexuality* is presented candidly. More than a dozen full-page nudes, and much more in stories, poems and other features.

2. Gives you a nude picture story of the most exciting European woman (now in a four-star movie). There is a photo of startling masochist delight, a letter from Paris giving a map of this city with particulars. A portfolio of sitting nudes.

3. Contains *Polly Adler* in her house, and *Marilyn Monroe* outside her clothes. The first of a series of *Sex in Space* stories. *Young and Old Sinners* of Paris drawn and elucidated. *Adventure in a Dressing Gown* you'll relish and much more. And what voluptuousness in nudes.

4. Contains the *Sex Life of Rita Hayworth*; the lowdown on how the great poet Lord Byron seduced his sister; the *Real Reason Why Sloane Simpson Left O'Dwyer*; a portfolio of naked dancers (two men and a woman); where and how to get a woman in Boston. Loaded with nudes.

5. Contains *Betty Grable* and the *Streetwalker*, *Wallis, Duchess of Windsor* and the old Navy game she plays. *How To Hire and Use a Naked Model*, the *Courtesans of Paris* and other delightful hoidens romping through its pages in picture, story, and cartoon.

6. Contains the uncovered truth about *Zsa-Zsa Gabor* and her lovers. *Story of the No. 2 wife* who cheats on a wonderful husband with her dog. *Sex in Reverse* is demonstrated in our regular Paris letter while *Sex in Space* takes our readers into the astro-harems of the moon. Our own harem of nude thesbians and *Stop or I'll Call Papa*.

7. Contains the inside sex story of *Bette Davis*, *Sex in Space* takes us into the monthly cycle of the big Moon queen. A love letter from Tibet. The first of our intimate stories of the Goddess of Sexual Union, and a photo story of a naked woman turned into stone, packed into a crate and, Nudes galore.

8. The London issue made by our English correspondent who has a private letter in every issue. Contains *Sex Life of the English*, *Young Blonds*, *Miss Twye in the Bathub*, the *Sleeping Gal*, *Personal Questions and Answers*, and pages of lovely limbed maidens enjoying the contact of sun-and-air upon their beautifully bare flesh. The Letter from Cannes is a knockout.

9. Contains *Are You Tri-Sexual?* *Miss Pugh* and the *Bishop*, *Love in Four Climates*, the *Bosun* and the *Billy-Boy* (something really special), a gallery of strange photos, an article on tarts and smarties, cartoons in which wenches get into considerable trouble and nude photos showing the God-given forms of human perfection. *You Touched Me*, heads the list of sensations in stories.

10. Hollywood issue made up in New York—no one in Los Angeles would dare. Contains *What a Queer Land is Hollywood*. Our editorial, the lowdown on isonomy in the American Government. *My Voluptuous—Love Life with Lauren Bacall*, *Wife Swapping in Hollywood*, photos of seven top actresses in the bathtub and a good many positioned nudes to boot. And the *How Respectable Can You Get Department*.

11. Contains nudes in odd poses, stories of sex on a straight angle (180°), but the best thing in this issue are photos of *French Dressing* which is your dish as well as mine. A mystery story proves that the size of the hole isn't always the final answer. *Pam and the Big Man* (how the Hollywood male stars conduct their real love affairs among humble innocents) *36 Hours to Hong Kong*. *Rex Harrison* and *Arthur Koestler* describe a pagan Christmas. The story of

a lover who is Three Times Better Than a Marine—whether you believe it or not.

12. Contains a Wayward Incident, I Knead Her, 16 pages of the nudest men, women, and children in North America. State Street—That's Chicago, Is England Merry or Gay? All this together with our many full page studies of nude trollops. Special: A Description of Public Baths behind the Iron Curtain.

Good Times costs only \$6 a year for 12 numbers. Good Times gets better, bolder and more beautiful all the time.

Only \$6 a year brings the entire world of pleasure into your home. As you open the first page of every issue you enter a new world. Wherever you turn you find unbelievably frank and beautiful tales of marital and extramarital relationships, reviews of the sexiest books, plays, and pictures, every item illustrated with sensationally lovely nudes.

Miss Rheingold in the nude is only one of the dozens of surprises awaiting you in the next twelve numbers, every page of which will be studied, as hitherto with unusual pictures which come to us from every nook and cranny of the earth.

The most brilliant writers and photographers make up the pages of Good Times—now in its second year. Every great artist loves to occasionally let down his hair—and the way all of them do it in Good Times has become the habitual delight of the thousands of happy readers who have made their way to us.

#### OUR UNUSUAL-BOOK SERVICE

1. The Sexual Conduct of Men and Women by Norman Lockridge. A candid revelation of how men and women act when making love. From a mother, a sister or an aunt to a French maid, or a streetwalker, every possibility is discussed. \$2.98.

2. Men Into Beasts by George Sylvester Viereck. An account of practices forced upon young prisoners. Praised by Senator Langer. \$2.98.

3. NUS: A volume of voluptuous French nudes, some in color, the rest in sharp skin-rendering tones. From Paris. Each large page a pressing thrill of realization. \$5.95.

Special Offer to Chicagoans: Free with every subscription to Good Times, the collected poems of Ernest Hemingway.

If your book dealer had an original copy of this private collection he would ask \$20 and up for it. Our reprint, which you cannot buy from us or anywhere else, will be sent free with the next 12 issues of Good Times.

#### Coupons: The Gateway to Good Times

SPECIAL BOOKS CLUB: 276 Canal St., New York 13, N. Y.

GENTLEMEN: I enclose \$6 for the next 12 numbers of Good Times, and ----- for the books checked below. For my subscription I will immediately get Nos. 13, 14 and 15 of Good Times. The rest will come to me monthly as they appear by first class mail. I will get immediate shipment of any of the unusual books I order.

#### Unusual Books

Name-----	<input type="checkbox"/> Sexual Conduct \$2.98
Address-----	<input type="checkbox"/> Men Into Beasts \$2.98
City----- Zone -----	<input type="checkbox"/> French Nudes \$5.95
State----- Age -----	<input type="checkbox"/> The Three Only \$10

A word to the wise: Don't ask for single issues of Good Times or for C. O. D. service.

Judge DOUGHERTY. As I say, speaking on behalf of my organization, the Veterans of Foreign Wars, I cannot tell you how happy the leaders of our organization are with the work that the committee has done in this last 2 years. As I said before, they have done more to stem and to put the publishers of this kind of filth out of business and to alert the parents of America to the necessity of checking their children's reading than any other one thing could accomplish.

And I hope sincerely that the labors of the committee, even though it is onerous, continue for some time to come.

There is one other thing I would like to refer to in this connection as to juvenile delinquency and I think the committee might perhaps be interested. I heard Senator Langer and you, Senator, speaking on one of the radio programs last night, in which Senator Langer emphasized that the very foundation—I'm sorry, Senator Wiley, emphasized the fact that America is founded on the basis of the home—the home was the very foundation of American life, and I am sorry to report, after sitting for a year in the divorce courts of this county that the foundations of those homes are being whittled away pretty rapidly with the evils of divorce.

This year, in my court, and I am not proud of the accomplishment, of what I have done, but I have signed about 5,000 decrees of divorce.

Out of those 5,000 cases, probably half involve parents who had children. Every time I signed a decree, and I am sure every other chancellor in this county who signed a decree involving those circumstances has also, I breathed a silent prayer that those kids won't end up in the criminal courts as a good 20 percent do.

Another superior court has equal jurisdiction with our court, and I think they have handled many more divorce cases than we do, and will probably grant 7,000 decrees this year.

That means that 12,000 will be granted in Cook County, and the records reflect that less than 46,000 marriage licenses will be granted for the same period, so that it means that practically 1 out of every 3 marriages consummated in Cook County is going on the rocks, and the kids who are the fruit of those marriages are in the years that lie ahead, going to pay the penalty for their parents' inability to observe the common decencies and try to raise their kids and bring them up and give them the benefit of a good American home.

Chairman KEFAUVER. Cases involving the breaking up of homes like that are very unfortunate, aren't they? Senator Wiley?

Senator WILEY. Judge, there are several things that come to my mind. I cannot understand that Senator Kefauver should be sent 4 of these copies and me not 1. Can you explain that?

Judge DOUGHERTY. You are much younger than Senator Kefauver.

Senator WILEY. It must be that that is the answer. They thought they would have no impact on me and they want to keep me out in the clear.

Chairman KEFAUVER. If that is the case, I am flattered, but the fact is Senator Wiley retires early and doesn't look for trouble.

Senator WILEY. There is no implication you do. There is just one little bit of an explanation, perhaps, not of exception to your remarks—your talk about the evil of divorce is more or less of a result, isn't it: Two people get together and they have to learn to live together; they are incompatible, and they will not attempt to solve their problem and the result is they get the divorce, but back of that so-called decree is the thing we are interested in.

We are interested in seeing that human beings learn the meaning of life, learn the challenge of life, and, let us say, the real adventure of life, and I know a number of people in my little practice over 30 years before I ever got into politics where I consulted with them and simply said, "You have no right to stunt the lives of these children you have brought into the world."

If you don't mend your ways, if you keep on quarreling, if you keep on drinking yourselves into the gutter, wasting your substance, that the State has an interest, a vital interest, in those youngsters and today when we talk about the evils of divorce, we have got to recognize that, as I say, divorce is, many times, just the result of the inability to challenge the problems that come from incompatibility, and learn the real meaning of life—so would you agree with that or would you still stick to simply saying that all this is simply the resulting evil of divorce?

Judge DOUGHERTY. No; I agree 100 percent with you, but I think that the other philosophers here said it requires an education. There ought to be more premarital education.

Senator WILEY. Now you are getting some place.

Judge DOUGHERTY. I think they ought to understand when they go into a marriage arrangement that that is for life; it is for keeps.

If our parents divorced themselves or became divorced when they had little annoyances of life which would bring about the separations like in these modern times, I am afraid a lot of us wouldn't be here today.

Senator WILEY. Thank you, Judge.

Chairman KEFAUVER. I want to thank you for coming and testifying, and I want to commend you and the Veterans of Foreign Wars upon the very great effort you have made to stop the sale and distribution to our teen-agers of pornography and the so-called horror or crime comics.

Since we may not, in our investigation, deal specifically with that problem here, I think it might be well to point up just where we stand in the matter now.

In our earlier investigations we found that every month there are about 100 million so-called comics sent out for our kids to read. This means that a kid gets one, and several kids usually read a copy.

We have also found that out of that number about 22 or 23 million per month are so-called horror or crime type. Some of them, as you know, are educational, and some are even amusing, which no one can take any exception to, but these horror and crime type, depicting violent death, shootings, disrespect for parents and law-enforcement officers, all of our testimony has shown that they are disturbing and upsetting even to an emotionally stable child, let alone what they do to an unstable child.

Many juvenile crimes have been attributed to and connected directly with these comics. It is true about 2 years ago the VFW, through you, and other organizations and churches, started an effort against these. Our committee has been making efforts also. So that as a result of what has been done they now have a so-called czar who is supposed to pass on the contents, which is not very satisfactory, but it has helped some.

My question is, personally, I don't like the idea of censorship by law. Many States have been passing laws of one kind or another, which are helpful, but I don't like the idea of getting into the field of censorship.

My feeling has been that if the VFW and other organizations and people would just demand that this sort of stuff not be hold and distributed in their hometown. if they will show that much interest

they will back up the law-enforcement officers, and it is not going to be sold and distributed in those towns and cities; isn't that true?

Judge DOUGHERTY. That is right, Senator.

Chairman KEFAUVER. That is more satisfactory, don't you think?

Judge DOUGHERTY. I don't believe legislation can reach it.

Chairman KEFAUVER. The same applies to this pure pornography, which we find after a nationwide investigation has gotten to be a \$350 million a year business. I was astonished at that figure when it first came out, but I think now that it is probably a very modest one.

We found two people in Los Angeles alone doing a million-dollar business each, and in that city there were more than a hundred of these types of operations, not all that large, of course. Other cities have large printing establishments and distribution places for that type of literature, films, records, all kinds of novels. The same thing applies to pornography, too.

It is the local interests that are going to stop it. I am glad to report to you, Judge Dougherty, that we have finally gotten a law passed stopping the interstate shipment of all this material, or that is supposed to stop it, whether by automobile, truck, however it may be going. This is going to help some.

But you do agree, do you not, that the public interest is the only real remedy?

Judge DOUGHERTY. That is right.

Chairman KEFAUVER. Thank you for all you are doing and keep up your good work, and I hope the VFW will keep on with this program with increased vigor as you go along.

Judge DOUGHERTY. We shall, Senator.

Chairman KEFAUVER. You stay with us as long as you can.

Dr. Robert Bell, president, Church Federation of Greater Chicago, is our next witness.

Dr. Bell, won't you have a seat, sir?

Senator Wiley and I want to thank you for coming and being with us. We know that you have a good background from Wisconsin, and we know that here in your position as president of the Church Federation of Greater Chicago that you have done a great deal to get the churches to take an increased interest in this problem, and we want you to tell us about that, and particularly about the youth service bureau of the church federation.

**STATEMENT OF DR. ROBERT BELL, PRESIDENT, CHURCH FEDERATION OF GREATER CHICAGO, ACCOMPANIED BY MISS HELEN E. BOUCHET, OFFICE EXECUTIVE; F. GROVER FULKERSON, EXECUTIVE SECRETARY, YOUTH SERVICE BUREAU; WILLIAM H. ROBINSON, CONSULTANT, YOUTH SERVICE BUREAU; MRS. PAUL RICHMAN, CHAIRMAN, CHILD WELFARE COMMITTEE; AND MRS. JANE BROWN, BUSINESS AND PROFESSIONAL DIVISION, COUNCIL OF CHURCHWOMEN, CHURCH FEDERATION OF GREATER CHICAGO, CHICAGO, ILL.**

Dr. BELL. Senator Kefauver and Senator Wiley—

Chairman KEFAUVER. Dr. Bell, will you get the microphone just a little closer to you, please?



DR. BELL. In making this statement on juvenile delinquency, I must disqualify myself as being an authority or an expert in the field. What wisdom I have in this area is simply that of a parish minister who for 25 years has been interested in and working with teenagers in local churches.

As I try to advise the position of the Protestant churches in Greater Chicago, I am indebted for help to the members of the staff of the Church Federation of Greater Chicago who are trained and experienced and are at present working in this field. It is an incontrovertible fact that the incidence of juvenile delinquency is increasing in Greater Chicago. However, we want it to be plain that this is not an indictment of modern youth. To be sure, the problem is not a new one; it is an old and complex problem. There are no new panaceas. If the problem is to be solved, it will require careful thought, intelligent planning, and wholehearted cooperation on the part of the governmental, educational, social, and religious forces in our community.

We Protestants are vitally concerned with the prevention, control, and treatment of juvenile delinquency in Metropolitan Chicago. The churches are always deeply concerned for mixed up, emotionally disturbed boys and young men, and we desire to help them through the difficult years of adolescence into respectable citizenship.

The Protestant churches of Chicago, working cooperatively through their official agency, the Church Federation of Greater Chicago, have dramatically carried forward for over 40 years a program of treating delinquents, boys who came to the attention of the boys' court of Chicago.

Now, this long experience in the courts has given us an insight into the nature of the problems of delinquent youth in Chicago. We are proud of the successes that many of our efforts have met, and although we do not minimize the serious increase in the amount of delinquency, we feel that there are many positive achievements in the area of youth guidance and that there are hopeful indications for the future.

The youth service bureau, successor to the boys court service, is a social agency within the Social Welfare Department of the Church Federation of Greater Chicago. It is an instrument of the Protestant churches in Greater Chicago, which combines the insights of social casework with those of religion in treating, controlling, and preventing delinquency among adolescents.

This work was started in 1914 by a Methodist minister who was concerned to see that the Protestant youth in the boys court had pastoral counseling. Through the years the youth service bureau has supervised well over 10,000 boys, 87 percent of whom have received satisfactory discharges from the court.

From this experience we are convinced of four things:

1. That we have conclusively demonstrated the value of casework techniques for the treatment of delinquent boys. We find that there is no substitute for individual attention, understanding, and Christian guidance. We find that early diagnosis and treatment can prevent delinquency. It is only by determining the emotional factors which cause a boy to act strangely that we are able to treat the cause and not the symptom.

This is an expensive and time-consuming task involving many interviews with the boy and consultation with parents, teacher, and sometimes a psychiatrist.

We are convinced in our experience, second, that prevention is better than cure. Our experience indicates that the focus of the program should be shifted from treatment and rehabilitation of late adolescent youth to a program of prevention of delinquency through identification of children who have incipient behavior problems and care for them before they become delinquent.

3. That our own services to delinquent youth require a much larger staff. With a youth service bureau of five case workers we are not able to provide the intensive casework services for all the young people who need it. This means that the federation must have more money for this purpose, and we believe that these funds can be secured.

4. In addition, we are confronted with a lack of adequate community resources. Treating the individual delinquent boy is of little value as long as the family and the community forces which produced the delinquent remain the same. There is a shortage of trained personnel. For several months we have been trying to employ an adequately trained person to work as a casework supervisor. That position is still open. We can't find one. Working with delinquents requires considerably more skill than the average assignment. We would make, out of our experience, the following four recommendations to this committee:

We recommend, first, that this committee endeavor to have enacted legislation which will make scholarships available for those who would enter this field, working with adolescents, for training, but who are financially unable to do so.

We also recommend that schools and universities examine and improve their curricula and facilities for training counselors, probationers, and group workers with teen-agers.

Third, there is no overall agency in Chicago at the level of the city devoted to the task of an all-out attack on delinquency. Private agencies are in the frontline of work with delinquents, but they stand isolated and alone. There is need for coordination and cooperation of all the agencies in this field. We feel that the city, or the city and the State jointly, should create such an overall agency and we recommend that your committee call attention to the city of this need.

Fourth, the boys' court and the family court in Chicago and Cook County are faced with problems that they cannot possibly meet as presently operated and staffed. Apparently, they need to be completely reorganized in the light of the vastly changed conditions and the enlarged number of cases.

We recommend, sir, that this Senate committee investigate these organizations and recommend whatever changes they deem desirable.

The 5 percent of our teen-agers who constitute our juvenile problem—let me emphasize that—the 5 percent of our teen-agers who constitute our juvenile problem are treated in the boys' court according to their religious faith. Most of the 10,000 boys that the youth service bureau has handled are not active church members, but are assigned to us because they have tenuous Protestant background or because they are not related to any other faith or group. Sometimes active church youth do get into trouble, we know, but, generally speaking, the majority of delinquents have no church relationship.

This highlights the fact that the church is the frontline in the prevention of delinquency.

The work that the youth service bureau is doing is vastly expanded by sharing with all the clergy of the Protestant and Orthodox churches the specialized experience that we have gained.

The staff of the youth service bureau is sharing much of its know-how in this field with the clergy through a program of education—citywide conferences, workshops, speeches, classes, interviews with pastors, and radio programs.

The church program for youth in Chicago is tremendously large and is an important factor in the total community resource. The church provides much of the educational opportunity which youth enjoys such as Sunday school, daily vacation Bible school, day schools, and boarding schools.

We provide much of the recreational, social life, and family association welfare. In addition, the Presbyterians, the Episcopalians, Methodists, and Baptists are operating settlement houses in the depressed areas in Chicago, and most often in neighborhoods where they have very few members.

The Chicago City Missionary Society of the Congregational Churches is making an effort in this direction to develop opportunities for the city youth to spend creative time on farms. Many churches in the inner city and suburbs are enlarging their facilities for Christian education and recreation. More money is being invested by the Protestant churches today in education and recreation building than in church sanctuaries. Week-day programs are being developed, camping facilities are being expanded, parent education programs are being initiated, and as the tide of delinquency grows, the churches are trying to create more facilities for the encouragement of healthy growth in children.

The church will, to a large degree, take care of her own. But what of the 5 percent who comprise our delinquent population? Most of them have no vital relationship to any church.

They have no Christian education, no stabilizing relationship to any established institution in the community.

Basically, this condition is a responsibility, of course, of parents who themselves have not maintained relationship with a church.

Protestants view the present situation as symptomatic of the social disorganization and confusion in our city. Communities are being overcrowded and creating new communities causes an exodus of families and uprooting of established relationships.

This situation produces the confusion of a quest for security in an unstable society. Thus at the decay center of the inner city delinquency-breeding areas are developed and the transition to the suburbs creates a social factor in unorganized new communities without establishing stabilizing institutions, and caught in the whirling tides of this social ferment, a youth in the quest of stability becomes antisocial as a step in his progress toward maturity, security, and stability.

The increases in divorces and the number of homes in which there are no fathers are factors in the production of delinquent behavior. Many boys become delinquent in their quest for masculinity. Delinquency is then a stage on the growth toward maturity. For such youths a gang and the gang leaders play an important role for the lack of the father factor and the church.

The gang becomes the stimulus for loyalty, the place where status is achieved and a sense of belonging is gained.

Delinquent behavior among our youths mirrors the moral and ethical confusion of our times. The basic contradictions between preachments and practice are bearing fruit in a generation of wasted youth.

Delinquency, in our view, represents a corrosion of character in our community and Nation, in high places and low, and correction of the present situation and reversing current trends will require a major revolution in thinking and in acting; a new phenomenon is upon our Nation and it must be met with a boldness of action beyond the puny efforts which we now employ.

As Christian leaders we view the strengthening of family life as one part of the solution to the problem of juvenile delinquency. However, we are acutely aware that the family as an institution is in a state of change in this industrial society.

Working mothers, and the necessity of their mother getting the means of monetary management bring upon the children the responsibility of raising themselves and many too many, like Topsy, just grow up. It is becoming increasingly true that much of the problem of modern youth comes from overstimulation of the senses.

They are exposed to every sensuality, and are encouraged to rush headlong into facing emotional and financial experiences before they are seasoned and matured enough to cope with these.

There are many who feel that this is one of the greatest causes of juvenile delinquency.

Now, any statement on juvenile delinquency in Chicago must include reference to the schools, and their role in meeting the problems of delinquency.

In the life history of many children who are delinquents there is evidence of truancy and other problems of maladjustment, in the schools of overcrowded classrooms, the teaching of facts with little emphasis on spiritual and moral values, inadequate character training, disregard for the principles of discipline, plus a neurotic fear of reference to religion, more specifically Christianity, in the schools, cannot help but have a negative effect on the characters of children.

These things undoubtedly contribute to the juvenile delinquency problem. Problem children need guidance and counseling in the public school. They need this to help them toward adjustment and mental growth. This function of public schools should be emphasized. Now, one of our unfortunate tendencies is to think of the juvenile delinquent as something different to what he actually is—a person who needs our understanding and our guidance.

A good case can be made for the statement that teen-agers do not constitute the problem, but rather the parents of teen-agers, and the social structure in which the teen-agers are living.

The major share of the responsibility for juvenile delinquency rests not with the teen-agers, but with the adults.

Now, the church is not defeatist about this situation. Grave as the problem is, the church has something to offer. The church fights fear with faith, despair with hope, and hatred with love—faith, hope, and love—these three.

The greatest of these is love. We love our young people, and the churches fight not for mere moral behavior on the part of our young people, but we fight for the souls of the children of God.

Thus the preaching and the teaching of the Christian gospel remains the Protestant church's first answer to the problem of juvenile delinquency.

The churches can find no substitute for basic Christian conviction in the rehabilitation of disturbed youth. Chicago, it seems, can easily find leadership to plan and funds to finance superhighways, so that we adults can indulge in the great American pastime of going places fast sitting down, but we seem to have great difficulty in finding leadership to plan and funds to finance an adequate religious approach to the needs of our teen-agers, so while we adults ride along our broad highways in comfort, these potentially fine citizens drink, steal, slug, and shoot their way into St. Charles or Statesville.

So long as material and physical improvements are of more concern to our city and community than the souls of our children, juvenile delinquency will continue to increase.

In truth, gentlemen, it would seem that there is really little doubt about the many steps—and they are many—that need to be taken to help our teen-age boys and girls. There simply seems to be a lack of real concern on the part of the community for the juvenile delinquent as a group, and this should not come as any great shock to us for the basic reason that individual children become delinquent is that there was no concern for them as individuals and they have not been wanted and loved in individual homes.

This concludes our presentation.

Chairman KEFAUVER. Dr. Bell, thank you for a very comprehensive and encouraging statement of the fine work being done by the Protestant churches through the Federation of Churches in the Chicago area, and the Youth Service Bureau.

Senator WILEY?

Senator WILEY. I am very glad to see Dr. Bell again. With your background of experience—you just made a statement that we are ready to spend money for highways and things like that. I think you ought to lay down for us a concrete program of the community to provide an antidote to much of this juvenile delinquency. You have had this experience. What would you do? What would you create? How would you get the fathers and mothers to see the talent that is there, and if you could get the money from the city council, what would you do with it? How would it be handled?

With relation to public schools, isn't it important for the various religious groups to get together so that one of the real educational facts that will be taught through our teachers is the common spiritual and moral precepts that the ages have taught are part of the fundamental life of those who really live, so that they could be taught in schools.

You insinuated or stated that many of our schools give a lot of facts in much of which there is no inspiration, there are just cold facts about reading, writing, and arithmetic, and a few other ideas along that line.

I think you are the man that ought to lay out a real program starting with Chicago as the patient.

Here are hundreds of thousands of youths, 5 percent of whom would provide a pretty expensive outlay if they go wrong for the citizens—how can we meet that head on? What do you think?

Dr. BELL. That is a large question to endeavor to answer.

I think the only way that I can answer your question at this time, Senator Wiley, is to say that first of all I am a parish minister, and the efforts which I personally am able to make are the same efforts that every other minister can make.

We feel that the thing that the church should do, so far as the ministry is concerned, is to stick to the last and do the thing we are trained to do best and most capably.

This takes care, we feel—if you will take the cross section of the religious forces of Chicago—of 95 percent of the teen-agers. We consider this to be a fairly large segment, and if we can do a respectable job there, we think we have made a contribution.

As soon as I am asked to step over into the field of the 5 percent, then I find myself, not being a trained social worker, not being an authority in the field of juvenile delinquency, somewhat at a loss to answer your question.

That is the reason why I have been very interested in Sheriff Lohman's effort to set up some sort of a centralized coordinating agency in the county, and I approve heartily of what the sheriff is trying to do.

In fact, I have been lending some of my time trying to help him achieve his goal, because I believe in it. I think, however, that we are going to have to do something more than even the sheriff is hoping to be able to do. There are several committees working in the city today made up of some of the finest leaders and minds in the city, and they have not yet been able to answer your question. It would be presumptuous on my part to try to do this.

I am not avoiding answering your question, but it is a very complicated—I suppose there must be 50 different things that need to be done, each one of which will take care of a segment. For instance, you are talking about your pornographic literature. Actually the cessation of the sale of pornographic literature is a small fragment of this total problem. It is a fragment of it. It is a real fragment and needs to be done.

But suppose you eliminate all pornographic literature from the city of Chicago. Will you have eliminated juvenile delinquency? I think not.

Therefore, other things must be done at other points.

Senator WILEY. Thank you, sir.

Chairman KEFAUVER. Dr. Bell, in other words, your great experience has shown you what we have found, that different things affect different children; there isn't any one remedy.

Dr. BELL. That is right.

Chairman KEFAUVER. It is only a lot of people, a lot of efforts, a lot of churches, a lot of public officials, parents, all working together in a community spirit with this problem that can produce results; isn't that true?

Dr. BELL. That is true, sir.

Chairman KEFAUVER. Your statement is very helpful to us, and I hope that it will receive great attention. It certainly deserves to, throughout the country.

I think you and the Church Federation of Greater Chicago, all of the churches and the ministers, are doing a whole lot to uplift the spiritual environment and life in this great city.

In order that others may know in other cities what you are doing here, I have before me a number of pamphlets describing the activities of various branches of the Church Federation of Greater Chicago, which I am going to file as an exhibit.

Here is the first one, entitled "New People! A New City! A New Spirit?" put out by the Church Federation, which is very interesting and a fine project. That is part of your work.

Dr. BELL. That is right.

Chairman KEFAUVER. We will make that an exhibit.

(The document referred to, entitled "New People. A New City. A New Spirit?" was marked "Exhibit No. 2," and is as follows:)

#### NEW PEOPLE—A NEW CITY—A NEW SPIRIT?

##### LET'S FACE THE FACTS

The churches and denominations unitedly must face the facts of life about their future in metropolitan Chicago.

Two compulsive forces—one human and the other economic—are at work. Both have far-reaching implications for the churches and denominations of the Church Federation of Greater Chicago. These forces are as follows:

(1) Metropolitan Chicago is sharing in a vast nationwide expansion of population which is crowding older sections of the city and suburbs and creating new suburban towns and villages. The urbanization of the Chicago area is consequently accelerated.

The church federation's bureau of research and planning after careful study has concluded that by 1970 the metropolitan Chicago area probably will have a population of 7,300,000. This means a population increase of 2,300,000 from 1950 to 1970. In a word, fact No. 1 about the future is new people—2,300,000 of them.

(2) Chicago proper is experiencing a vast economic rebirth.

It is symbolized by new skyscrapers, new transportation facilities, new express highways, new off-street parking, new street lighting, new plans for housing developments, new neighborhood renewal projects, new industries, new all-time highs in economic strength. In a word, fact No. 2 about the future is that we are witnessing the birth of a new city.

We in the churches are challenged by these new people and by this new city.

The \$64 question is this: Will the new people and the new city have a new spirit?

The Protestant responsibility (including those with Protestant background, preference, or membership) is approximately 54 percent of the total population in Greater Chicago. In 1950 this responsibility was approximately 2,700,000 persons. By 1970 it probably will have increased to about 3,940,000 persons. More specifically, by age groups, the churches will have responsibility for 360,000 children under 5 years, 1,100,000 children and youth 5 to 19 years, 2,100,000 adults 20 to 64 years, and 380,000 adults 65 and over.

The churches and denominations through the church federation must plan together for an expansion in new and better educational, evangelism, welfare, and service programs to reach 50 percent more people than they may be expected to reach with present methods.

This function has been performed with increasing competence and vigor since 1907. As the church federation approaches its 50th anniversary in 1957, it is increasingly challenged by these new people and the new city.

The church federation has a strategic function to perform in the great task ahead. Its function as determined by official action of the member and co-operating denominations is to coordinate, to unite, to lead, and to serve in a great democratic movement among free and independent denominations and churches to accept responsibility for the creation of the new spirit in the community.

As the federation succeeds in this task of unity it not only serves human need and the purposes of God, but it strengthens the forces of freedom and democracy.

#### OUR GOALS FOR UNITED SERVICE

Both the long- and the short-range challenge of this great population expansion in metropolitan Chicago must be taken seriously. The 11-point program outlined below<sup>1</sup> is realistic from both points of view. The federation will do as much as it possibly can toward the realization of these plans this year. Much will remain as a challenge for the future.

#### CITIZENSHIP EDUCATION AND ACTION

1. The federation's united witness in public life must be made more vital.

The department of citizenship education and action stands for Christian ideals in public affairs through active participation of Christian citizens and non-partisan action by the department. It works for adequate public schools, Christian human relations, intelligent voting, charter reform for Chicago, reform of the judicial system in Illinois, neighborhood rehabilitation, and other measures to promote good government, justice, liberty, and the general welfare.

The next step (this year) is to provide a modest \$7,900, an increase of \$2,710, to strengthen this united Christian witness. Additional steps must await an increase in general financial resources, or special resources designated for this purpose.

#### CHRISTIAN EDUCATION

2. The federation's program of Christian education to aid the churches to reach larger numbers of boys and girls, young people, and families for Christ must be strengthened.

The week-to-week educational work of local churches is the community's first line of defense against delinquency, a No. 1 civic problem.

The federation's department of Christian education maintains a large number of services which strengthen church schools and youth organizations of the churches. It also gives community leadership in the educational field.

The next step (this year) is to provide a modest \$17,229 for urgently needed expansion of these services, \$2,509 more than last year. Other essential increase in services must wait.

#### RADIO AND TELEVISION

3. The use of radio and television for Christian educational and evangelistic purposes must be greatly enlarged.

The federation is now a member of the Chicago Educational Television Association (channel 11), which dramatically symbolizes and makes urgent a great area of unmet need.

The next step is to provide financial resources for part-time specialized staff leadership and for program development in religious broadcasting and telecasting.

This year's budget includes \$4,635 for this purpose, only \$1,635 of which can be available unless the total campaign goal is secured.

#### EVANGELISM

4. The united Christian forces of Greater Chicago should increase the numerical strength of their churches by a million members in the next 20 years.

As the enormous dimensions of the expansion of population becomes more clear, it is becoming an accepted fact among the churches and denominations that coordinated planning and leadership is needed in evangelism.

The next step is to provide a small figure in this year's budget, \$1,450, for the exploratory work that needs to be done by the department of evangelism looking toward a bold, imaginative, long-range evangelistic effort of the churches to reach the new people as they stream into Chicagoland in the years ahead.

#### MINISTRY IN INSTITUTIONS

5. The federation's united ministry to the sick in hospitals and other institutions of care must be enlarged.

<sup>1</sup>Details about present services and future plans cannot be given in the brief space of this leaflet. These may be found in the departmental and divisional annual reports.



One hundred and twenty-five thousand persons are now the responsibility of the cooperating churches for bedside and other kinds of spiritual care. This number probably will increase to 175,000 as the population grows.

The next step in meeting this need (to be taken this year) is to increase the federation's chaplains' corps from 2 full-time and 1 part-time to 4 full-time chaplains. This will require \$13,825 additional, making a total of \$37,430 in the federation's budget for service to the sick and needy.

#### SOCIAL WELFARE

6. A more effective relationship of the churches and denominations to increasing needs for social welfare must be developed.

The department of social welfare is charged with the responsibility of giving united leadership in the field of community welfare. It helps churches to use private and public agencies in giving assistance to needy people, and it bridges the gap between churches and the agencies through education and service.

The largest service unit in the Federation is the reorganized Youth Service Bureau, which offers specialized help to boys in trouble.

The next step is to provide additional needed strength to the entire program of the department, which will require an increase of \$5,068, making its total budget \$71,490.

#### CHURCH DEVELOPMENT AND COMITY

7. Long-range plans in both new and old sections of metropolitan Chicago for economical and effective development of existing churches and establishment of new churches must be undertaken with more vigor.

The bureau of research and planning, a unit of the Federation's department of church development and comity is revealing the enormity of present and future needs.

The value of this planning process is intangible, and defies accurate translation into monetary symbols. However, since 1907 about 350 local churches have been established in metropolitan Chicago through the comity process. If their property value, estimated at \$50 million has been increased by 10 percent, the value of the comity process to the churches and denominations has been \$5 million.

The need this year is an additional \$835, making the total budget for the bureau and the department, \$23,680.

#### COUNCIL OF CHURCH WOMEN

8. Mobilization of Christian women for community service is a major Federation objective.

The Council of Church Women of Greater Chicago is the women's division of the Federation. It gives strong community leadership in many ways: Church world service clothing collection for overseas use; annual institute on missions; World community day and May fellowship day observances; world day of prayer services, the largest observance of its kind in the Nation; and support of two chaplaincy projects (Cook County Hospitals and Parental School).

The next step is to strengthen the present program and to increase support for special chaplaincy projects, which means an increase of \$1,940 over last year; a total of \$19,860.

#### GREATER CHICAGO CHURCHMEN

9. Mobilization of Christian laymen for community service is a relatively new, but urgent, Federation objective.

Greater Chicago Churchmen, organized in 1949, is the laymen's division of the Federation, newest unit in the Federation.

Its objective is to bring together Christian men for service in the areas of witnessing, citizenship, youth service, and support of the Federation's total program. An annual retreat of laymen is one of its most significant projects.

The next step is to strengthen the division's organization and program which requires \$3,120 more than last year; a total of \$15,120.

#### UNION MINISTERS MEETING

10. Developing a fellowship and strong sense of unity among the clergy of Greater Chicago is a major federation objective.

In 1907, the Union Ministers' meeting of Greater Chicago gave birth to the Church Federation of Greater Chicago (then known as the Chicago Church Federation). The purpose of this division is to provide the means by which the ministers may face together the great issues of Christian faith and community life.

The program, partially self-supporting, requires a modest \$500 outlay for the program.

The next step, which must wait for additional finances, is to provide for a program for new ministers who come to the Chicago area, that is, interpretation to them of metropolitan Chicago's peculiar problems and opportunities.

#### UNITED CHRISTIAN YOUTH FELLOWSHIP

11. Development of a strong Christian youth movement through coordination of denominational and local community youth organizations is a long-range objective of the federation.

The United Christian Youth Fellowship of Greater Chicago aims to strengthen the denominational and community youth organizations, and to unify them into a vital Christian movement for community service.

In the budget for the first time this year is \$1,695 for the modest expenses of this unit.

The next step is to provide a part- or a full-time director and an expanded program as soon as finances permit.

#### 1955 budget summary

	Operating budget	Provisional budget
(1)	(2)	(3)
Departments:		
Christian education.....	\$14,790	\$2,439
Church development and comity (including bureau of research and planning).....	22,300	690
Citizenship education and action.....	4,805	3,095
Evangelism.....	450	1,000
Ministry in institutions.....	29,455	7,975
Radio and television.....	1,635	3,000
Social welfare (including Youth Service Bureau).....	64,382	7,108
Divisions:		
Council of Church Women general program.....	7,480	785
Church world service.....	3,000	
Chaplaincy projects.....	(7,810)	
	(19,075)	
Greater Chicago churchmen.....	12,775	2,345
Union ministers' meeting.....	500	
United Christian Youth Fellowship.....	1,100	595
General functions:		
General administration.....	15,062	600
Public relations.....	9,910	1,182
Business office.....	7,620	160
Income production.....	12,030	183
Special campaign.....	7,435	
Service bureau.....	2,970	110
Miscellaneous.....	3,485	1,500
Subtotals.....	221,184	32,767
For indebtedness.....	6,600	
Provisional budget (col. 3).....	32,767	
Reserve and contingency.....	4,449	
Total campaign goal.....	265,000	

#### THE CLAIM OF THIS CAUSE UPON YOUR PRAYERS AND GIVING

You have just reviewed an 11-point program of leadership and service for the united Christian forces of Greater Chicago. It is both a short- and a long-range program. A good-sized step of advance is outlined for 1955. Measured in money, this step is \$53,066 long, which is the increase over the 1954 operating budget. However, the administrative committee will authorize only that portion of the increase for which money is available. At the beginning of the year, the tentative authorization for operating budget was \$221,184.

Individuals and local churches must stretch their giving, and the staff of the federation will continue to stretch its time and service. Remember that the united Christian forces of Greater Chicago are challenged in 1955 by new people, a new city, and a desperate need for the transforming power of Jesus Christ, which alone can create a new spirit.

The officers and staff of the Church Federation ask for your prayers, your financial support, and your dedicated personal service that Christ may be at the heart of all life in Chicagoland.

The Church Federation of Greater Chicago, 77 West Washington Street, Chicago 2, Ill., 1954 budget \$211,934; 1955 goal \$265,000.

Chairman KEFAUYER. Then I have here the pamphlet of the Youth Service Bureau, which you have described. Harold E. Ellison seems to be the chairman of this agency.

We will make that an exhibit.

(The document referred to, entitled "The Youth Service Bureau," was marked "Exhibit No. 3," and is as follows:)

#### THE YOUTH SERVICE BUREAU

A NEW AGENCY OFFERING CASEWORK SERVICES TO BOYS AND YOUNG MEN—  
COOPERATING WITH THE CHURCHES IN THE PREVENTION OF DELINQUENCY

(Department of social service, the Church Federation of Greater Chicago,  
77 West Washington Street, Chicago, Ill.)

The Youth Service Bureau is rooted in the tradition and history of the Boys' Court Service which has carried forward a program of service to Protestant and Orthodox boys in trouble and in the boys' court since 1914. Across 40 years the Boys' Court Service of the Church Federation has supervised 10,000 boys—87 percent of whom have received satisfactory discharges from the boys' court. We have conclusively demonstrated the value of intensive casework services in treating delinquent boys. Now that the municipal court's social service department (a public agency) is undertaking to give more services to the boys' court, the federation's Boys' Court service will be able to move into the new areas of unmet need.

The new service will accept children (boys of a younger age bracket). It will accept boys from social service departments of any court in Chicago. It will become a direct resource for ministers in the pastoral care of young people of their parishes.

Upon referral, it will carry forward treatment with those emotionally disturbed youth who possess the desire and strength to be helped. Whereas the program of the Boys' Court Service was one of treatment and rehabilitation, the Youth Service Bureau will be essentially one of prevention. It will focus on case finding of children with behavior problems where early diagnosis and treatment might prevent delinquency. The Youth Service Bureau will continue to be a sound casework agency with the new emphasis of serving youth in trouble before they become delinquent—an agency in which religion and social work will form a team to help prevent delinquency.

How do you feel the Youth Service Bureau can be helpful to youth in your church? As always, comments and suggestions are earnestly solicited. Write or telephone the Youth Service Bureau, 431 South Dearborn Street, Harrison 7-1535, Chicago 5, Ill.

The advisory board of the Youth Service Bureau asks for your prayers in the inauguration of this new work, for your cooperation in telling of our new service to the pastors and laity of the Chicagoland area; and for your financial support of this phase of Christian work that emphasizes the fact that we are "our brother's keeper."

HAROLD E. ELLISON, *Chairman.*

The Youth Service Bureau, 431 South Dearborn Street, Chicago 5, Ill., F. Grover Fulkerson, executive secretary; William H. Robinson, director.

Advisory board to the Youth Service Bureau: Chairman, Harold E. Ellison; vice chairman, Louis Alexander; R. Clark Bisbee; Robert C. Bennett; Ralph C. Blaha; Carl F. Brown; Louis deBoer; Everett S. Cope; David L. Daniel; Harry Elders; Gordon Henry; Mrs. Stanley F. Johnson; Mrs. Richard E. Lentz;

Mrs. Carl Lohner; Rev. Telfer Mook; John R. Mauff; Walter Payne; Rev. Cuthbert Pratt; Rev. Jon Regier; Erwin W. Roemer; Carroll H. Sudler, Sr.; Rev. S. M. Yasutake; Mary A. Young; Karl P. Zerfoss.

Chairman KEFAUVER. Then I have here a pamphlet, the title of which is "Christianity In Action," by the Council of Church Women of Greater Chicago, which I have some familiarity with.

Mrs. Ross Snyder is the president of that council, and I believe maybe Mrs. Snyder might be here today.

Dr. BELL. I believe she is not. I am sorry.

Chairman KEFAUVER. Miss Bouchet is here?

Dr. BELL. Miss Bouchet is here.

Chairman KEFAUVER. The office executive, Miss Helen E. Bouchet, is here. Will you stand up so we can see you?

Miss BOUCHET. Thank you, Senator.

Chairman KEFAUVER. We are glad to have you, and we hope you will tell the women of your fine council that we have taken note of their work, and we have known about it for a long time. We hope you will stay with us as much as you can.

(The document referred to, entitled "Christianity in Action," was marked "Exhibit No. 4," and is as follows:)

#### CHRISTIANITY IN ACTION

##### MEETING HUMAN NEED

*Chicago parental school.*—Total support of a full-time chaplain. Approximately 2,000 boys and girls are sent to the school each year by the family court. Two-thirds have Protestant backgrounds. The chaplain holds church services, does counseling and is responsible for the program of Christian education with the cooperation of students from Bethany Biblical Seminary.

*Cook County hospital.*—3,300 beds—150 new patients each day. Two-thirds have Protestant backgrounds. More than half-support of the chaplain. The chaplain brings the Christian ministry to the sick.

The chaplain is responsible for 3 months clinical training for theological interns.

Cooperating with the council, women's societies sew and contribute layettes and other needed garments, also contribute gifts at Christmas.

*Church world service—material aid.*—Collection of clothing for overseas relief. This clothing is available for immediate shipment, wherever there is need; 150,000 pounds collected in 1954.

"There are more than 400 million refugees in the world. The refugee problem is so enormous it must be solved where they are. The need for clothing is very great."—ELFAN REES.

##### BUILDING A BETTER COMMUNITY

Working in areas of Christian citizenship, human relations, public schools, international relations, church and economic life, housing, religious liberty, child welfare, Christian family life, better films, visual education, foreign students, interfaith relations.

*USO.*—The council has been responsible for the Friday night parties at the USO, 308 North Michigan Avenue, for the past 4 years. Perhaps your women's society would like to sponsor a party this year.

*Leadership training.*—Missionary institute, worship institute, legislative seminar, monthly meetings.

##### UNITING CHURCH WOMEN WHO CELEBRATE TOGETHER

*World Community Day*—Observed first Friday in November. To unite church women in a new understanding of the world and its needs which will result in positive Christian action. "Next to our churches the United Nations is our best hope for peace." Miss Elsie Harper is our official observer at the United Nations.

*World Day of Prayer.*—On the first Friday in Lent the women of the world meet for prayer. Over 18,000 services held in the United States of America. Offering used for: Literacy work—reading material; eight Christian colleges in the Orient; foreign students; agricultural migrants; sharecroppers; American Indians.

*May Fellowship Day.*—Observed the first Friday in May to enjoy Christian fellowship; to point up the opportunity of churchwomen for changing conditions in the areas of Christian social relations dealing with: Children and youth; Christian family life; economic and industrial relations; race relations and civil liberties.

*Regular meetings.*—Held first Friday of each month—October through May, 10:15 a. m., 2:30 p. m. Timely, informative and inspiring programs. 32 West Randolph Street—Hall C1—12th floor.

*Membership.*—Open to all Protestant women; delegates from women's societies of churches; individual members.

*Budget.*—Chaplain at Chicago Parental School; chaplain at Cook County Hospital; Church World Service—material aid; contribution to Illinois Council of Church Women; contribution to United Church Women; program and promotion expense; office executive and secretary; total budget more than \$19,075.

*Source of income.*—Individual gifts; gifts from women's societies in cooperating churches; delegate dues, \$2; individual membership \$2 or more. All checks should be made payable to: the Council of Church Women of Greater Chicago.

A division of the Church Federation of Greater Chicago, affiliated with the Illinois Council of Church Women, the General Department of United Church Women of the National Council of Churches of Christ in the United States of America.

Evening section for the employed woman. Meets first Monday evening of each month, October through May at the Picadilly Tearoom, 410 South Michigan Avenue, dinner at 6:15—program at 7:15.

*Publications.*—The Church Woman (national magazine, 9 issues a year, \$1). Council News (monthly newsletter of the Council of Church Women of Greater Chicago sent to all members and delegates and presidents of women's societies).

Council of Church Women of Greater Chicago: Mrs. Ross Snyder, president; Miss Helen E. Bouchet, office executive.

Chairman KEFAUVER. Here is another pamphlet of the Youth Service Bureau which we will make as an exhibit.

(The document referred to, entitled "The Youth Service Bureau," was marked "Exhibit No. 5," and is as follows:)

#### THE YOUTH SERVICE BUREAU

AN AGENCY OFFERING CASEWORK SERVICES TO BOYS AND YOUNG MEN—COOPERATING WITH THE CHURCHES IN THE PREVENTION OF DELINQUENCY

The Youth Service Bureau is rooted in the tradition and history of the Boys' Court Service which has carried forward a program of service to boys in trouble and in the boys' court since 1914. For more than 40 years the Church Federation has supervised over 10,000 boys—87 percent of whom have received satisfactory discharges from the boys' court. Our experience has demonstrated that in treating delinquent boys there is no substitute for individual attention, understanding, and Christian guidance.

Because of today's problem of increasing juvenile delinquency, the Youth Service Bureau has expanded its services to accept younger boys (beginning with age 12 through 21); is now accepting boys referred from the social service departments of any court in Chicago—principally the boys' court and the family court; and has become a direct resource for ministers in the pastoral care of the young people in their parishes.

The Youth Service Bureau includes treatment and social rehabilitation of boys who have been arrested, but its principal emphasis is upon prevention—by carefully seeking out those emotionally disturbed children who have the desire and strength to be helped.

Early diagnosis and treatment can prevent delinquency. Finding what is inside a youngster making him act strangely is an expensive and time-consuming task involving many interviews with the boys and consultations with parents, pastors, and teachers. This approach reveals the cause of the delinquent behav-

vior. Treating the cause and not just the symptoms usually results in a reasonably well-adjusted young man. The Youth Service Bureau is supported by the Protestant and Orthodox churches, but its services are available to all boys regardless of religion, race, or background.

The church federation solicits your cooperation in the operation of this agency. Your suggestions, referrals, and contributions are appreciated. Write or telephone the Youth Service Bureau, 127 North Dearborn Street, Franklin 2-2427, Chicago, Ill.

Faced with the present alarming increase in crime and delinquency, people are quick to say, "Why don't the churches do something?"

The churches are doing many things for their youth, such as providing Christian education, wholesome recreation, and pastoral care. In addition, the Youth Service Bureau is working with the pastors in an effort not only to treat and rehabilitate delinquent boys, but to prevent boys from becoming delinquent. \* \* \* It is a specialized function of the church that is concerned for mixed-up, emotionally disturbed boys and young men, helping them through the difficult years of adolescence into respectable citizenship.

We hope to express the concern of every Protestant and Orthodox church member in the Chicago area for these young people. We invite you to become actively associated with the Youth Service Bureau in this significant responsibility.

HAROLD E. ELLISON, *Chairman*.

The Youth Service Bureau, 127 North Dearborn Street, Chicago, Ill., F. Grover Fulkerson, executive secretary; William H. Robinson, consultant.

A community fund agency endorsed by the Chicago Association of Commerce and Industry for the year ending December 31, 1955.

Board of managers of the Youth Service Bureau: Chairman, Harold E. Ellison; vice chairman, Louis Alexander; Robert C. Bennett; R. Clark Bisbee; Ralph C. Blaha; Walter Blanks; Carl F. Brown; Louis deBoer; James S. Caskey; Everett S. Cope; David L. Daniel; J. Aldene Ecker; Harry Elders; J. Gordon Henry; Mrs. Stanley F. Johnson; Mrs. Richard E. Lentz; John R. Mauff; Rev. Telfer Mook; Walter Payne; Rev. Cuthbert Pratt; Rev. John Regier; Erwin W. Roemer; Miss Suzanne Schulze; Carroll H. Sudler, Sr.; Rev. S. Michael Yasutake; Miss Mary Young; Dr. Karl P. Zerfoss.

Chairman KEFAUVER. Then the magazine, Greater Chicago Churchmen, seems to be devoted substantially to the matter of juvenile delinquency. I will receive that as an exhibit and file it.

(The document referred to, entitled "Greater Chicago Churchmen," was marked "Exhibit No. 6," and is on file with the subcommittee.)

Chairman KEFAUVER. Dr. Bell, are any of the other members of either the federation or of the councils present that you might like to introduce?

Dr. BELL. I would like very much to introduce Grover Fulkerson, who is executive secretary of our youth service department.

Mr. FULKERSON. I am glad to be here.

Chairman KEFAUVER. We are glad to have you with us, Mr. Fulkerson.

Dr. BELL. I would also like to introduce Representative William Robinson, who is working directly with the boys' court under the youth service department.

Chairman KEFAUVER. Yes; we are glad to have him, but I believe he is one of our witnesses slated for this afternoon. We are looking forward to having you testify.

Mr. ROBINSON. Thank you.

Dr. BELL. Miss Bouchet has two ladies with her whom I believe she would like to introduce.

Chairman KEFAUVER. All right, Miss Bouchet.

Miss BOUCHET. I would like to present Mrs. Paul Richman, chairman of our child-welfare committee.

Chairman KEFAUVER. Mrs. Paul Richman, chairman of the child-welfare committee, we are glad to have you. I believe your committee has cooperated with the department of social welfare and the welfare council on a so-called left-out-child program; isn't that correct?

Mrs. RICHMAN. Yes.

Chairman KEFAUVER. Which is a very interesting program and has been a very useful program. Your efforts have been very successful; have they not?

Mrs. RICHMAN. Yes, sir.

Chairman KEFAUVER. That is the left-out-child program, all right.

Miss BOUCHET. Next, Mrs. Jane Brown, of our business and professional division of the Council of Church Women.

Chairman KEFAUVER. We are glad to have you with us, too, Mrs. Brown.

Mrs. Owen D. Brady is chairman of Parental School. Is that part of your organization?

Miss BOUCHET. Yes; it is.

Chairman KEFAUVER. Is Mrs. Brady here?

Miss BOUCHET. She is not here today.

Chairman KEFAUVER. That is another section of your council that has done outstanding work that we are familiar with—trying to get the parents to understand better what they themselves can do about the matter; is that the purpose of it?

Miss BOUCHET. Partially, but we support a full-time chaplain at the Chicago Parental School.

Chairman KEFAUVER. It is a kind of training school for parents?

Miss BOUCHET. No, for children, for first offenders, and is a part of the board of education of the city of Chicago.

Chairman KEFAUVER. Dr. Bell, I was interested in your statement that the Youth Service Bureau for a number of years has given supervision of some degree to 10,000 boys who have come out of training schools or out of the courts having been in some trouble, and that 87 percent of these have been successfully rehabilitated, is that correct?

Dr. BELL. They were given satisfactory discharges by the court, is the phraseology, and this would indicate to us that they felt that a satisfactory conclusion had been reached.

Chairman KEFAUVER. Well, I think that is very important work that is frequently overlooked. After he has gotten out of the court or training school, he is often found without a friend, without anyone interested in trying to see that he does have another chance. Your influences could be helpful and that is what you mean in that work?

Dr. BELL. Yes.

Chairman KEFAUVER. We are grateful to you, sir, and we hope you will stay with us as much as you can during this hearing.

Dr. BELL. Thank you.

Chairman KEFAUVER. We want to thank you ladies for being with us today, and Mr. Fulkerson.

The subcommittee is delighted to have here on the rostrum Mr. James C. Leighton who is the president of the greater crime committee of the Chicago Crime Commission. Senator Wiley and I have been familiar with the work of the Chicago Crime Commission for a num-

ber of years. Mr. Reed was president of it at one time, and we are glad to know of the continued work under the presidency of Mr. Reed. I also feel that Virgil Peterson, who is the operating director of the Chicago Crime Commission, has been one of the best influences in our Nation in encouraging work of this kind. He has great knowledge of criminal operations all over the country, and goes about his work with painstaking care. I think he is one of the best men in this entire field. He is one that our committee relied upon years ago greatly, and personally I have kept in close touch with Mr. Peterson all through the years.

Now, we are going to have one more witness before we recess for noon. We are delighted to have Rabbi Milton Matz of KAM Temple, who is here, and Rabbi Matz, we know the leadership that you have given in your temple and in the city, generally, in the role of religion and the program to combat juvenile delinquency, and we appreciate your presence here today and we will thank you very much for your observations and your statement.

#### STATEMENT OF RABBI MILTON MATZ, KAM TEMPLE, CHICAGO, ILL.

Reverend MATZ. Thank you, Senator; I regret that Rabbi Jacob Weinstein, whose place I am taking this morning, cannot be with you as he is presently out of the city, though it is difficult to substitute for a man with the wisdom and experience of Rabbi Weinstein.

Chairman KEFAUVER. You tell Rabbi Weinstein, whom I have the privilege of knowing personally, that we are sorry not to have him with us. We know of his great leadership and his efforts, and give him our best wishes for his fine work. We appreciate your appearing in his behalf.

Reverend MATZ. I have a statement from him this morning which I will include in my own statement. I do hope that the insight gained in my work as chaplain in the Air Force and also with the program on juvenile delinquency may prove of some help to the rest of this group. First I will read the brief statement by Rabbi Weinstein:

The church which constantly emphasizes stereotyped warnings against theological sins and offers salvation in terms favor beyond the experience of youth, is not, I think, helping and may very well be hindering the forces combating juvenile delinquency, but the church which extends the warmth of family to the larger community of the faithful and makes explicit in meaningful terms the dignity and sacredness of the individual, may very well help to give youth that sense of identification and that feeling of purposeful belonging, the lack of which often leads urban youth to gang up to do their desperate and criminal deeds.

These acts of violence represent only in part a revolt against a world they never made. They are also in part a silent outbreak against a massive impersonal society. If the church can spell out in dynamic terms the doctrine of personal worth and the development in character growth in the image of God, it could become a mighty force in stemming the tide of delinquency. (Signed) Most respectfully, Rabbi Jacob J. Weinstein.

And now on my own behalf, I shall address myself to the question: "What can the church and synagogue do in the prevention of delinquent behavior?"

Delinquency is not a superficial, localized disease, but is symptomatic of a generalized breakdown in the proper functioning of the total community or society in which it occurs.



There is no single remedy or surefire miracle drug which can combat the virus of delinquency.

Many experts would agree that the only effective means of minimizing behavior would be through a total community approach. This would imply firstly, that the community recognizes that it is responsible for the delinquency to the extent that it does not maintain the vital facilities and institutions necessary for providing outlets and guidance for adolescents.

Secondly, that the community, recognizing its limitations, earnestly endeavors to correct them through combined community action. It is my belief that only a program of this comprehensive nature can be meaningfully effective.

It is with this background in mind that I turn to the church and synagogue. Religious institutions occupy a unique role in society. They exert far-reaching influence on the lives and thoughts of those who are associated with them.

Unlike most other social institutions they deal with individuals as family units. The membership unit is the family, not the individual.

Finally and, most important, religious institutions are the spiritual and moral cornerstones of our society.

To a large extent they determine the ethical and spiritual morale, and consequently the behavior, of the communities where they operate. For these reasons, churches and synagogues can perform vital services in combatting delinquency.

They can function effectively in three key areas. By providing maximum facilities for their own congregants, by motivating their membership to become influential in stimulating the community as a whole to united action, and by arranging to make available to the community at large their know-how in group work and adult education, and even at times their physical premises.

What activities can a religious institution provide for its own constituents which would aid in the prevention of delinquency? I would like to outline such a program. My list is not at all comprehensive. I am certain that there are many ideas to be added, many of them already functioning successfully in church and synagogue programs.

(a) The first and by far most important element in a successful program is that of getting the religious message across to the adolescent. This is not a simple task, but it is a necessary one and cannot be evaded.

Adolescents require, as do all other human beings, basic beliefs upon which to develop their personalities. The adolescent is largely plagued by his lack of decision in the area of value and beliefs. He is not convinced that he knows what is really right or wrong, what is proper and improper. He is puzzled by the "blooming, buzzing confusion" which life appears to be.

He does not understand how he can win at the game of life, and so he rebels at the rules of the game. He is looking for an answer. He can find his answer in the street or through the agencies of religion.

Religious belief, if presented in an appealing fashion in an appropriate social setting, and if geared to his intellectual and psychological needs, can go a long way in helping the adolescent youngster find his direction in life.

Religious organizations, employing all the ingenuity at their disposal, must continue to underscore this vital function as a major goal of their program.

(b) Religious institutions can be and are of great service through their educational and guidance work with parents. Religion recognizes that the family is the key psychological institution in the development of the individual. The behavior of the adolescent mirrors either the harmonies or the conflicts and tensions of his home.

Religious institutions can perform a vital service by helping parents and prospective parents obtain the information and guidance which can help minimize some of the tensions of family life. This can be done in a number of ways:

1. Many ministers are competent in the area of premarital counseling. Their services have undoubtedly proven of great help to many. Some religious institutions may think in terms of expanding these services either through the utilization of members of their congregation who are professionally equipped to do counseling or even through the hiring of such personnel.

2. Religious institutions can perform an important service by informing its members of the guidance facilities of the community at large and by at times serving as a referral agency.

3. They can develop adult education classes and lectures dealing with the problems of family life. These programs, if maintained on a serious and competent level, may provide invaluable direction to those in the community who previously may have felt that they had nowhere to turn for guidance.

4. One of the critical problems in our culture is the disintegration of the family. Too many families are described as regarding the home as merely a place to eat and sleep in and not as a source of companionship and guidance. Too often the juniors of our country search elsewhere in vain for the guidance which they should find in their home.

By sponsoring activities which involve families as units, religious institutions can take a significant forward step in cementing inter-familial relations. Family religious services geared to children, family picnics, family sporting events, family discussion techniques can, if started early enough in the lives of the children, prove of vast help in this sensitive area.

(c) Religious institutions perform a major service through their youth programs. There are many fine programs presently in operation throughout the country. They meet one of the strongest needs of adolescents. It should be emphasized that the adolescent is most dependent on the group or gang with which he associates. He needs it for the companionship which he craves. He needs it to supply the values and orientations which he lacks. The group assumes unusual significance in his life for it can determine his future development. It is vital that the group identify itself with an institution that fosters a positive philosophy, for through this association the group will begin to accept the values and orientation of the larger institution. It is important that they be regarded and respected as an important arm of the institution, with an important function to perform. By gaining the respect of their elders they will achieve part of the self-respect which they need. Through athletic events which attract the admiring attention of adults and peers they enhance their own self esteem. Through charitable and improvement projects, no matter how

small, they take the first step toward social responsibility. Religious institutions perform a significant task in this area. They must receive all the encouragement necessary for the continuation and expansion of this work.

1. Sheriff Lohman has made the suggestion that religious institutions make their pastoral and group work facilities available to youngsters referred to them by the police. I believe that church and synagogue may be capable of very effective work in this area.

2. Disturbed adolescent behavior is often motivated by the insecurity which a youngster feels as a result of his inability to make adequate vocational plans. Assistance in the area of vocational guidance and information on vocational guidance facilities in the community would be helpful service to adolescents. Successful guidance in this area may mean the difference between the disoriented rebelliousness of the adolescent and the purposive orientation of the mature individual.

The above program, though a partial one, illustrates the service which religious institutions can perform in the lives of their congregants. But this is only the first step. Churches and synagogues can and should play an important role in educating the community at large to its responsibilities and potentialities. They should strive to make their membership, and ultimately the community at large, aware that all socio-economic ills, whether it be poverty and inadequate facilities for the treatment of medical and mental illness, or poor street lighting and inadequate playground facilities, or overcrowded schools, are breeders of delinquency. Religious institutions should be prepared to join with the other religious and secular institutions in their communities for the purpose of preparing that defense in depth which is so vital for the prevention of delinquency. They have the know-how and the experience to help fill some of the gaps which exist in their communities, and they have the prestige to indicate in an effective manner the potentialities for community action. And most important, they can and must provide the spiritual environment which will aid our youth in developing their positive values which shall guide them through their adolescent maze of confusion.

In conclusion I would like to emphasize my admiration for Sheriff Lohman and the program which he is instituting in Cook County. His plan incorporates the vision and the foresight necessary for launching a truly successful attack on the problems of delinquency.

Chairman KEFAUVER. Rabbi Matz, we appreciate your comprehensive and excellent statement very, very much.

We are glad to have also the statement from one of our great religious leaders of the Nation, Rabbi Weinstein, which you have read.

Senator WILEY?

Senator WILEY. I join with the chairman in that statement complimenting you, Rabbi Matz.

Chairman KEFAUVER. There are so many excellent points that you have brought out as to the part the church and synagogue can and should play in this overall effort. I am glad also that you have related the responsibility of the church to the community and to the city effort for education—for educating people or bringing to the attention of the people the necessity of playgrounds and adequate

schools, the elimination of discrimination which breeds delinquency, and other matters of that kind.

I think I should comment that we have found in our experience the cities that have strong churches—well supported, and synagogues and temples, that their delinquency is substantially small. Where the situation is otherwise, you have a correspondingly increase in delinquency. We appreciate your contribution to our record, and it will be given a great deal of consideration by our subcommittee and by people throughout the Nation.

I think perhaps Mr. Chumbris has a question or observation he wants to make.

Mr. CHUMBRIS. After hearing your very excellent dissertation on the role of the church in combating juvenile delinquency, I would like to point out after our community hearings in Washington, D. C., in November of 1953, one particular precinct in Washington became concerned with the great amount of crime in delinquency and it was pointed out by the newspapers and so forth. So the church leaders working with the police department and the business leaders in this particular community made a door-to-door campaign and within 6 months this crime-infested area, the worst section in Washington, the delinquency in crime was reduced 50 percent within a 6-month period, and whether they are able to maintain that or not, it does show what concentrated effort by church leaders, by civic leaders, by the business people, and the police department, can do to clean up this particular problem.

Chairman KEEFAVER. We thank you very much, sir.

Rabbi MATZ. Thank you, sir.

Chairman KEEFAVER. This afternoon we will reconvene at 2 o'clock. We have seven other distinguished witnesses to be heard this afternoon. I am asking my distinguished colleague, Senator Wiley, to preside. We will stand in recess until 2 o'clock this afternoon.

I think one of the broadcasting stations wanted Senator Wiley and me to repeat part of our opening statement. I guess we might as well do it now. Otherwise, the meeting is recessed until 2 o'clock this afternoon.

(Whereupon, at 12:45 p. m., Thursday, July 14, 1955, a recess was taken until 2 p. m. of the same day.)

#### AFTERNOON SESSION

The subcommittee met, pursuant to recess, at 2 p. m.

Senator WILEY. 2 o'clock having come, we will resume, and it is our privilege to hear from Rev. Archibald Carey, who will testify to some of the programs on juvenile delinquency. He is a past alternate delegate to the United Nations.

#### STATEMENT OF REV. ARCHIBALD J. CAREY, JR., QUINN CHAPEL, CHICAGO, ILL.

Reverend CAREY. Thank you. I am quite sure I will not be able to live up to the description you say. I only received the invitation a little while ago.

For the purpose of identifying myself, I am Archibald J. Carey, Jr. For 25 years I have been a pastor, now serving as a minister

of Quinn Chapel, which is the first congregation established by Negro-Americans in Chicago.

I have been practicing law for 19 years and for 8 years, 1947-55, I was a member of Chicago's city council as alderman of the third ward.

In 1953, I was a member of the United States delegation to the Eighth General Assembly of the United Nations and since January 1955, I have been serving as Vice Chairman of President Eisenhower's Committee on Government Employment Policy.

I believe the rise in juvenile delinquency is due to several factors. For one there has been an appalling breakdown of respect for authority.

This is true of both juveniles and adults. It is a treasured prerogative of Americans to boo the umpire, but I am afraid we have overdone it and both adults and juveniles in unwarranted fashion are jeering authority.

For another the new psychology encourages a larger freedom of expression for the child and juvenile. While I concede the superior knowledge and learning of those who advocate this, personally I have some grave reservations on the subject.

I believe with all my heart in freedom but freedom must be disciplined and dedicated to be fruitful of good and while I believe in self-expression I don't believe in self-explosion.

My first idea, then, would be to call a spade a spade and making due allowances for illness, whether physical or mental, I would judge wrong as wrong and hold the wrongdoer accountable for his wrongdoing.

A stern adherence to the law by enforcement authorities and the application of penalties by the courts would do much to accomplish this.

Another factor is the development of the slum ghetto. Although the element of personal responsibility is inescapable it is nevertheless true that enforcement does play a large part in producing delinquency.

MR. CUMBERTS. Would you please define slum ghetto?

REVEREND CAREY. I would say that a slum ghetto is an area where people are classified and restricted to an area because of their classification, whether it happens to be racial or a religious, or some other such identification.

But the slum is the deterioration that results from the narrowing of the limits and the imposing of restrictions as a result of which people for any reason are confined to a particular area.

The overcrowding of people in substandard conditions has shattering consequences. It impairs health, it violates respect for the person, and it breeds contempt for law and order.

When this state of affairs is induced by racial segregation and the like it diminishes the initiative of the individual and produces a kind of battle fatigue that eventually flares into some antisocial outburst often of frightening form or proportion.

In this regard I think the Chicago Sun-Times stated facts and not a theory in the editorial which appeared on Tuesday, June 28, 1955. This followed the shocking vandalism that nearly wrecked the Doolittle School to the extent of \$27,000 damage. I was more than ordinarily interested because I had entered the Doolittle School in kindergarten and graduated from it 8 years later.

In any event the editorial said:

It won't be enough to capture the vandals, to repair the damage they did, or to punish them for their sins. A far more important question than the who and how is the why of such a seemingly insane and unprovoked assault upon public property.

The incident was not as unmotivated as might appear on the surface. Continuing, the editorial said:

It is pertinent to the case and it may be the controlling factor that the Doolittle School stands in a Negro district of crowded slums.

The pressures here are twofold. Not alone do the children feel the frustrations and defeats of crowded slum life, they also feel the eroding and stifling effects of the rejection that almost always accompanies racial prejudice.

My second idea, then, is that in order to do a thoroughly effective job of eliminating juvenile delinquency, this committee must also look to the banishing of those conditions of segregation and discrimination which spawn the hatreds that result in violence.

Now, there is evidence at hand that the problem of juvenile delinquency can be met with measurable and heartening success. Let me offer just two illustrations:

There is in Chicago a school principal who set a fine example. He is Mr. Thomas Farrell, and I believe that this committee will hear from him probably today. He is the principal of the Arnold School, which is on the North Side near Halsted Street, and which has a student body that is all white.

The newspapers noted a few weeks ago, both in news accounts and editorially, that Principal Farrell's plan had reduced window breakage by a surprising percentage. It was cut two-thirds in the first year, and this year will probably reach 90 percent of what was the case 2 years ago, and this was by the simple device of organizing the boys of the school into brigades to pick up stones. To be sure, the willful window smasher will not be discouraged by simply not having one at hand, but for one thing, the temptation was removed and, more important, the energy of the youths was organized for constructive purposes with an accompanying sense of humor. It is probable that many such brigades could develop much sober responsibility.

My next illustration would demonstrate that juvenile delinquency cannot only be reduced but virtually eliminated by a planned program of supervision and environment.

This was clearly demonstrated in an experience that has now run 25 years. I refer to the Michigan Boulevard Garden Apartments, commonly known as the Rosenwald Building, occupying the square block from 47th to 46th, from Michigan Avenue to Wabash Avenue, here in Chicago on the South Side. It is in the heart of the ward which I represented in the city council for 8 years. I lived in that building myself for a number of years.

The environment has been provided by attractive landscaping, scrubbed cleanliness, and constant surveillance of the people who are in and out, both as tenants and guests.

Supervision is provided by guards maintained to protect the property and the peace of the little community, by tenants and parents' councils, and a trained and alert leadership on the part of teachers who have served in the nursery school and as guides for juveniles.

This building contains 453 apartments, and has a constant population of almost 2,000 persons, practically all of whom are Negro Americans.

Although this is in what we call a depressed area, and is located only one block from the Wabash Avenue Police Station, which has been constantly identified as the busiest police station in the world, the record shows that more than 8,000 children have been reared in that housing community without a single case of juvenile delinquency appearing in the groups.

Mr. Robert R. Taylor, the manager, says that this has been confirmed by the juvenile authorities, and the Chicago Daily News noted all of this in a feature story just a few months ago.

Since the Arnold School in a dense white community has cut juvenile delinquency down by nearly 90 percent and the Michigan Boulevard Garden Apartments, in a dense Negro community, has cut it out, the evidence is clear that the job can be done, and to this committee, I am sure, that would be encouraging.

My third idea, therefore, is that intelligent planning, incorruptible administration of the law, and patient determination will do the job.

It may require some money, facilities, and equipment for supervised recreation for our youth. It will require intelligence and purpose to organize the community councils necessary to coordinate whatever factors are involved, and government, local and national, may well take the lead in this organization.

But the larger resources of patience and devotion and a sense of duty we can have in abundance if we will. It is only enlightened self-interest to develop them. The task is not easy, but neither is it insuperable.

Senator WILEY. Dr. Carey, I have listened with a great deal of interest to these specific instances. To me you have the answer. Remember Arnold of Rugby? Do you remember that incident?

Reverend CAREY. I don't think I do.

Senator WILEY. When he took hold of that school, it was a ruffruff school in the sense that the upperclassmen just whaled the hell out of the other guys, and he went in there, talked to those boys with the idea that they were gentlemen: that each one of them had the spirit of the Lord within them, and the result was that he changed—as one historian said—the course of English history. I think there is no bigger job in the world than the schoolteaching job when the job is applied as it should be applied.

That, of course, applies to the home and the preacher in the pulpit in his contact with the youth.

I am satisfied that what we need is more dedicated men and women to reach out for these youngsters who are looking for inspiration and guidance, and these instances that you have used illustrate, to me, at least, the point that I have long held, that what we need is a rebirth of rededication in leadership in the classes that I have mentioned.

I am sure that Senator Kefauver who has designated me to preside today, has some ideas on the subject.

Chairman KEFAUVER. Well, Reverend Carey, I just want to join with Senator Wiley in thanking you for coming here and for your enlightened statement. We have known of you, not only in your work out here, but as alternate delegate to the United Nations.

I have been very much interested especially in what you have had to say about the two housing projects that you have mentioned, the Michigan Boulevard Garden Apartments, I believe, and the one of which Mr. Robert R. Taylor is the manager.

Reverend CAREY. Those are the same, Mr. Chairman. The two illustrations were the Arnold School on the north side and the Michigan Boulevard Garden Apartments, which is on the south side. Mr. Farrell is the principal of the Arnold School, and Mr. Taylor is the manager of the Michigan Boulevard Garden Apartments.

Chairman KEFAUVER. And your testimony confirms in connection with those two housing projects what we all know, that kids and families in areas where they have decent homes, even though they may be modest in the amount they cost, and taken out of slums and put into that type of environment, that immediately cuts tremendously the amount of juvenile delinquency in that connection. Did you say in this Michigan Boulevard Gardens that there are 8,000 children and almost no delinquency?

Reverend CAREY. None at all, Mr. Chairman. I think that is notable.

Chairman KEFAUVER. I think that is a matter that people interested in housing and slum clearance and better city and better community all over the Nation should take special consideration of, not just the cost of the housing insofar as residence is concerned, but you are cutting the cost of police enforcement, and many other things that go with city responsibility where you have a lot of crime and delinquency.

I saw a figure sometime back of a housing project a number of years ago where a survey was made in Chicago before the project was built and after it was built. As I remember, it showed that there was 20 times more delinquency when this area was a slum than when it had been converted into a decent, respectable place to live. That would about confirm your conclusions, wouldn't it?

Reverend CAREY. Yes; I know that you have had a welter of details brought to your attention. I simply want to call attention to the fact that these two illustrations of mine are a housing project and a school. The Arnold instance on the north side is not a housing project, it is a school, and the Michigan Boulevard Garden Apartments, of course, is a housing project, but it is not a public housing project. It was built by Julius Rosenwald in an effort to provide good housing for medium-income persons and is strictly a private undertaking.

Chairman KEFAUVER. It is better when it is a private undertaking, but either way it is better than a slum.

Reverend CAREY. Surely.

Chairman KEFAUVER. I have been impressed by testimony that we have had also that the mere building of a housing project, unless there is overall community planning and a field of recreation and clubhouses for gathering places, schools, and things like that, that the job is not done unless you have all of those things that go along with a better housing plan. That is true, isn't it?

Reverend CAREY. That is correct, sir.

Chairman KEFAUVER. It has been fine to have your testimony. We appreciate it very, very much.



Senator WILEY. Just one moment. Could you very briefly give us a thumbnail sketch in your mind as to just how this 8,000 situation would change so that there were no cases of juvenile delinquency—the impact of this, and this and that, whatever it is—I would like to get it.

Reverend CAREY. First of all, Senator, it doesn't follow that there would have been juvenile delinquency among those children because of the fact that there was no area there into which this housing project came and then there was a difference in the figures as Senator Kefauver has illustrated, although if such a survey had been made we might well find that case. The fact is that about 1929 this building was put up with the money of Julius Rosenwald. There are 453 apartments there, and in these 453 apartments there is a constant population of close to 2,000 persons and through the years, there have been children of families there of more than 8,000. There hasn't been a single case of juvenile delinquency among those children.

As I indicated, the building is rather well planned in terms of providing recreational space right inside the building—the building is planned in the form of a D so to speak and the interior of it is hollow—it is open, rather, and it is landscaped. There is a lawn, there is a playground for the little children, and for the youngsters, first of all, there is a place to play. That is one of the things that you don't find where you have an overcrowded housing situation.

Another thing is the fact that there has been an intelligent effort on the part of management to arrange for the supervision of the youngsters. There is in the school a nursery school which has really become famous throughout the country because of the high quality of its standards, but in any event, this nursery school has taken the children young and trained them, and in addition to the training that they have received in their homes, there has been also this training in what in larger children becomes the gang problem—there has been a training in group operation together on a congenial and intelligent basis. Then, among the larger children, there have been teams, whether baseball or basketball, or whether there have been soccer teams, there have been a number of community activities that have tended to make the residents of this community more nearly a family than is usually true of persons who simply have apartments individually in apartment buildings, whether they are large or small, and there has been, for example, a social worker who, when somebody indicated that they were not quite observing the standards of the community—when I say community, I am speaking of this entire square block—when they were not observing the standards of the community, maybe by hanging their wash out the window, the social worker went and very kindly and patiently explained that that isn't the way you do it here, and over a period of time, there has been a general development of an esprit de corps, and there has also been a careful and patient training toward the objective desired and a correction of any problems when they appeared. It was probably nipped in the bud and there has not been, out of these 8,000 children, any case that has gone to the police. There has not been any case of juvenile delinquency that has come to our attention.

Senator WILEY. Of course, you have drawn a very fine picture but you don't mean to imply that simply it is a physical situation that

causes that. There must have been some inspiration and guidance, and the clergy and the teachers must have provided the ideas to cause these youngsters to sense that there was something else in life except what they read about in gangdom, etc.

Reverend CAREY. Certainly, that is true. These people are, for the most part, churchgoing people. These people are for the most part members of other organizations like the National Association for the Advancement of Colored People, or the Urban League, or any of the others, like the Round Table Conference of Christians and Jews, and groups working for uplift, but one of the reasons I think it is significant is that oftentimes, or sometimes in communities inhabited by Negroes and white Americans, there is a higher crime rate and it has been my theory as I have attempted to delineate it from time to time in the city council and other places, that this is a result of conditions.

It has nothing to do with ethnic identification, with racial identification, and here in the midst of what is regarded as a depressed area, because this area is just south of that area that has been declared blighted, and has been taken for slum redevelopment.

This housing community that is in a so-called depressed area which is one block from the station, the police station that is the world's busiest station, around which there is a high incidence of crime, this particular community has had no juvenile delinquency.

That is what I mean to say and the fact is I think it is a very notable illustration of actually what can happen and I think it is encouraging to people who are working to obviate these things and banish them and it certainly would be encouraging to this committee to have this particular shining example of what has happened on the South Side of Chicago where you may have a higher crime rate than you have in Beverly Hills, or Rogers Park, or on the North Shore, but right in the midst of this area, more than 8,000 children have been reared without a single case of juvenile delinquency. I did not mean the physical surroundings only.

Mr. CHUMBERIS. I think that the point of pointing out this thing about physical things which has come up in more of our hearings has taught us that tearing down slums and creating large multiple apartments has created new problems.

In these new low-cost developments they have drawn up multiple apartments and they haven't given the other community things necessary, recreation and the things you pointed out in this development.

We found delinquency resulted because they only put up the physical structure and did not give these other coordinated services that should go with it.

Reverend CAREY. It must be, then, that the Chicago Housing Authority, has given attention to these other things because I can tell you all the 8 years I served in the city council I was a member of the housing committee and there was not a single case where a housing project was put up in Chicago that there was not a corresponding improvement in the general conditions of those that lived in that housing project over the conditions of those people before they had the opportunity of living in that better housing.

It is also true that many persons who went into the housing projects on the theory that their income was so low that they could only get into a low-income housing project shortly or in a period of time, had to

move out because they had gotten other jobs; generally they had moved up the economic ladder, and they disqualified themselves to live in those housing projects.

I would be the last to indicate that mere brick and mortar would do the job. I have said, if I may repeat it again, there are spiritual slums as well as residential slums and unless provision is made for the dignity and the development of peoples' minds and hearts that these things will occur.

Senator WILEY. You concede that if you take a 4-block area of slums and tear it down where there may be 200 children in that 4-block area, and then you put up multiple apartments, and 2,000 will live where 200 had lived in the 4-block area, and if you give them nothing but the physical equipment, you could see the problems that could be created. That is the reason we have been interested in your particular testimony this afternoon.

Reverend CAREY. Density alone is not a problem. It depends entirely upon the surrounding factors of that density, because you will find in these high rise apartment buildings, people of high economic level, people of educational background, and some cultural background, and you will find a minimum of delinquency, although actually the number of people living in a particular square block may be more dense than you would find in some slum area, so density is not the only factor, but these spiritual concomitants are certainly part of the picture.

Senator WILEY. Thank you very much, Doctor. I feel with you that you can dwell in marble halls and find spiritual slums there also.

We are going to have at this time, Mr. Paul Harvey, radio commentator and syndicated columnist.

I understand that Mr. Harvey has recommended the mandatory death penalty for narcotics peddlers, and public punishment for certain other types of public offenses.

#### STATEMENT OF PAUL HARVEY, RADIO COMMENTATOR AND SYNDICATED COLUMNIST

Mr. HARVEY. Thank you, Senators Wiley and Kefauver.

First I would like to make clear that after having seen the list of persons appearing before your committee today I think an explanation is in order as to why I am here. It is at the instance of this committee, its attention having been attracted by these two columns.

I do not represent myself to have a degree in sociology, I am not even a student of criminology. I am no authority whatever on this subject, merely a beat-pounding reporter who figures whatever the experts have been doing has not been good enough.

So my own inexpert opinion was contained in these two columns which I shall be pleased to enter orally, if you so choose.

Senator WILEY. If you will, please.

Mr. HARVEY. More than half of all the car thieves in the United States are under 18.

John Edgar Hoover says—

There is now 1 delinquent in every 18 youngsters between the ages of 15 and 17, inclusive.

He says the number is increasing, and that we are "heading into a crime wave of grave proportions."

He says the teen-age criminals do not come from the slum areas, that the majority of them are healthy, bright, and physically strong.

I know this is shattering some of our pet theories, but his findings are irrefutable.

What to do about it? Mr. Hoover suggests we "stop mollycoddling juvenile criminals." That we "impose sterner penalties and restrictions on young lawbreakers."

So much for that.

I have two specific suggestions, picking up where Mr. Hoover leaves off. I would like to propose two steps toward discouraging crime.

My recommendations are spawned on the Cicero side of Chicago, where somebody dies violently so frequently that it doesn't even make the front pages any more.

I respect the social service workers and their theories which seek to excuse and explain rather than punish the criminal. I think their intentions are good and their efforts are noble.

But they haven't been getting the job done.

So, from living very close to where the stench is strongest, I recommend two things:

Make the death sentence mandatory for dope pushers.

Second, for certain other criminals, public whipping.

If the dope pushers, the depraved hoodlums who sell the stuff to high school youngsters, were faced with a mandatory death sentence—I mean, if they knew it was mandatory—that no legal cunning or political conniving could get them off the hook, I sincerely believe it would scare them off. Without hired help, the syndicate bosses who import the weed would wither on the vine. Traffic in narcotics is the lifeline of organized crime.

I do not believe we have the courage to call this hideous form of slow murder by its right name and punish its perpetrators as they should be punished, but I'll wager the city crooks would be just as impressed as the Texas "hoss-thieves" were by the prospect of a necktie party.

These vertical swine who sell narcotics are base creatures who are left totally unperturbed by the traditional "6 months probation."

But dust off the electric chairs and you're talking a language they'd respect.

You say there must be a better way. I hope so. Because I know we haven't what it takes to employ this method and the one we are using has us heading into a "crime wave of grave proportions."

The way things are now, the Halsted Street hoodlum returns from a stretch in stir to his old neighborhood, and he is a hero.

I mean it—a prison record has made him something special. He is a "Diablo of distinction," he is somebody in the community the youngsters look up to instead of down upon. The con who has done "big time" in Sing Sing, Leavenworth, or the Rock, is the idol of every kid in the neighborhood.

Suppose, instead of just pampering this chap for a few months at the taxpayers' expense—suppose we take him out in front of the precinct hoosegow and strip him to the waist and administer a thorough, properly supervised whipping?

And if that arouses some sudden righteousness, may I say that this chap I am talking about just beat up a pregnant housewife for her purse. Or maybe he was a Pachuco, and members of that gang are forced to beat up 1 man over 70 years of age to prove they are emotionless. That is supposed to prove they are tough. That is a requirement of membership.

Maybe he wouldn't look so tough, maybe it would deglamorize crime a little, if the neighborhood kids watched the big man wince and howl for a few minutes under the lash.

Bill Reynolds—and this is his right name—55, former University of California student with a criminal record of six bank robberies and assorted other things and repeated jail sentences since he was 12 years of age, says: "I am not sorry. I have enjoyed life. I have no regrets," end of quote.

Britain's Bernard Law Montgomery says it is going to take "old-fashioned cane whipping to stop the flow of hooligans in the world."

He says, "A good beating with a cane can have a remarkable sense of awakening on the mind and conscience of a boy," and this to me is singularly important:

Great Britain, where public whipping is accepted punishment, had a 14-percent decrease in juvenile delinquency last year—while the United States had an 8.2 percent increase—to an all-time high.

Great Britain went down to prewar levels in this delinquency category while we set an all-time high.

What has happened to us when this Nation of adults has allowed itself to be terrorized by its own young?

In Akron, Ohio, last January 6, Judge Walter B. Wanamaker heard a guilty plea to "breaking and entering" by an 18-year-old James Phelps, and he sentenced that boy to a parental spanking "with a ping-pong paddle until his bottom is pink."

Most judges wouldn't dare; most States wouldn't permit it.

Circuit Judge Leon Bazile of Hanover Courthouse, Va., says, "Criminals no longer fear jails." He recommends "30 lashes on the back."

Roy McLaughlin, superintendent of the Connecticut School for Boys for 25 years, without a scandal, says, "Sometimes a trip to the woodshed is the only cure for a bad boy."

An inmate of that institution was an inveterate car thief. Cottage supervisors, social workers, psychiatrists, they all failed to stop the boy from stealing cars.

Then Mr. McLaughlin resorted to the slipper he uses for the woodshed chore, and when the boy turned 17, he joined the Navy, returned a hero, and he wrote this letter:

"The only thing that saved me was that spanking."

That is the end of the two entries, Mr. Chairman.

Senator WILEY. Does that conclude your statement?

Mr. HARVEY. That is all I had to offer to the committee; yes, sir.

Senator WILEY. Your incident of the slipper reminds me of what was discussed here recently. We are making to a large extent the lives of our youngsters rather easy in one respect. We say they can't do certain work. We have certain penal statutes. Many of us, because we lived in the era when they were permitted to work, found out that by having to work, we had to choose which course we would take.

Now, have you ever thought of that angle?

We, of course, have laws that protect the youth against the imposition by hungry folks to utilize the labor of the youth instead of the labor of the adult. But many a boy can't even go out and do any job at all because it violates some statute. Consequently, what is he going to do with his time?

Now, you are an editorial writer. Just think that thing through and see if you can't bring up a good article like this one here on that subject, because I think that idleness breeds crime.

I think in the minds of the youth—whether it is a boy or girl, when they get into the age of 13 or 14 and start up toward the years of adulthood, why, it is a new world. They need to be kept busy, physically busy, and mentally busy, and our society to a large extent has put a premium on idleness; am I right?

MR. HARVEY. Yes, Senator, I wholeheartedly agree with you and I am sure if I had lived in some of the communities in Chicago where the only source for amusement would be to go down to the corner drugstore and buy comic books or play the marble machine for hours at a time, or take in two double features on a Saturday, where there was no place to go hiking and fishing and enjoy the wonderful outlet for emotion and energies that the youngster has, I probably would have turned to those abnormal pursuits. I am in sincere sympathy with all of those who must live under these conditions. Unfortunately, that is not where all of our crime comes from. I live in what I feel to be a better than average neighborhood here in Chicago. In our own community we are finding well-to-do youngsters who are responsible for smashing windows in our local Northwestern train station and other petty vandalism which leads to more serious crime. They are boys who certainly do not need the money when they steal an automobile, but do so just because in their adolescence they have used up the old and new experience and have no outlet for that boundless energy which is with them.

I think if I might respectfully make two more suggestions to the committee which were not contained in this general summation earlier. I have represented myself as nothing more than a beat-pounding reporter. I wish you could hear from a few more of those, also from a few beat-pounding policemen instead of just the officials, so that we might look at the problem from a little different point, and one thing more: Recently there has returned to our radio broadcasting vocabulary in this country certain words which we did not use for many years. Then years ago it would have been unheard of to refer as we did this morning to the young Hollywood star as suffering from cancer, but because we have brought this subject out in the open and have discussed it, and have described in detail its symptoms, we have awakened many of our persons to the fact that now early diagnosis means cure in approximately a third of the cases.

I wonder if we couldn't have a series of standards set up whereby parents who think their children are perfect could recognize the symptoms of delinquency so that we might let this better-than-well-to-do father know that he owes his child something more than a \$5 bill whenever the youngster seems to lack amusement, or something to do on a rainy afternoon.

If this committee could discover exactly what those symptoms are and if they could be published in as much detail as some of our

symptoms of other diseases have been published, maybe mothers and fathers would recognize some of these things before it is too late.

Senator WILEY. You have brought a challenging idea there. Of course, there was a time in American history when the youngsters had to work, when in the home the girls had to work, and the boys had to work, but to a large extent, possibly in the cities themselves, that isn't the case. There is too much time for the idle mind and when the mind is idle then the devil comes in, as the old saying goes, and it occurred to me after listening to your very provoking suggestion that this other thought might very well engage in the interest of your plan.

Chairman KEFAUVER. Mr. Harvey, I cannot go all the way with you or your recommendations.

I think generally you will find that when you make—if you get penalties up to a place where public opinion does not go along with them, you do not have enforcement. In narcotics it used to be that these fellows got out on probation time and time again. We are very much disturbed about the lightness of narcotics penalties and we had a bill passed having mandatory sentences increasing with each offense.

That has helped a whole lot and I do think that dope pushers and narcotic peddlers are heinous people and they should be dealt severely with.

Whether actually a lot of them would get off if the offense was light is a very serious question but in any event it takes a lot of pros and cons and different viewpoints to formulate public opinion and it would be helpful to us and Congress, so we do appreciate your point of view and your statement.

Mr. HARVEY. Thank you, Senator; I am aware of the fact that this committee will never go on recommendation for any penalties anything like as stiff as I have suggested. In the first place you would know in advance that Congress would not consider them.

It would seem, however, that with a little of firm-feet-on-the-floor talking we might conceivably change the climate of public opinion to where our Congress generally would subsequently be more receptive to sterner penalties in certain of these cases.

Senator WILEY. I am informed that our distinguished friend to my left has stated that Connecticut has passed the mandatory death sentence for a second conviction for selling to minors.

I think this might very well be made a matter of State violation. Of course, this would be a violation of State law, certainly in every instance, and I see no reason why the State should not take hold of this thing.

I think there is a great deal of merit to this proposition, particularly as to the physical punishment.

The fact of the matter is that a good many of these fellows are drug addicts themselves and if sentenced to prison they can carry out the sentence of the State and they are living in honey road, so to speak, and I am more interested in seeing that the thing is stopped so that these youngsters of ours are not gotten into that gully of living where really you don't live.

Mr. CUMBRIS. Mr. Harvey, one point you raised which interests me and that your question on public information raises, where you pointed out that cancer—we used to hide the facts of cancer—today

we have the seven points of cancer to which people can look so that they can go to their doctor.

I noticed during the polio season a lot of newspapers will have a front page ad where parents watch 7 different things that their children don't jump into cold water after too much perspiration, or eat certain foods, and not to go into congested areas, etc., and I take it from your suggestion there should be more public relations and public information especially to the people who might be affected, of some of the excellent ideas that came out this morning and at other conferences as to what could be done to prevent juvenile delinquency and also correct juvenile delinquency. Is that your point?

Mr. HARVEY. I would hope that in the final report of this committee you might spell out seven points in dime store words that every mother can understand: Watch for these things. Watch for what a mother would never otherwise recognize as needle marks in her son's arm. Watch for the youngster who stays out too late without explanation. Watch for these symptoms and spell it out in words that all of us can understand. I think probably that would get more general reading than the bulk of the committee report will ever enjoy.

Mr. CHUMBRIS. As a news commentator, would you say that the public and the advertisers and the owners of radio and television stations would go for spot announcements or any things on juvenile delinquency, just as we say: "Buy bonds," or "Give to the cancer drive," so the program announcer would come out and say: Watch for this, and watch for that, if you put them down in seven points.

Do you think such a public information program should be put into effect throughout the country?

Mr. HARVEY. I can speak only for myself and the answer is certainly, "Yes."

Mr. CHUMBRIS. You know that, for instance, that the New York State Youth Commission has a television show, a radio show, a 30-minute movie, a lot of newspaper items, a lot of mass meetings on this juvenile delinquency problem and I gather that it should be more concerted; is that correct?

Mr. HARVEY. Unfortunately, most of our public-service programs do not enjoy a high popularity rating. We are up in the clouds on these things. That is why I thought this committee might draw it out and spell it out in simple phrases such as the seven things to watch for.

Mr. CHUMBRIS. But there are many television shows, I mean, highly commercial television shows, sponsored by big companies where they are using juvenile delinquency as a background, and making pretty good stories.

"Justice," for instance, is one of them that has had 3 or 4 good shows, using juvenile delinquency as a background.

Mr. HARVEY. If that is intended as praise for my profession, sir, I sincerely appreciate it. I hope we can do more good in the future.

Senator WILEY. Thank you very much, Mr. Paul Harvey.

At this time I am privileged to present to this audience a very distinguished young lady of Chicago, Mrs. Margaret O'Malley, referee of the family court.

Will you take the stand, please?



**STATEMENT OF MRS. MARGARET O'MALLEY, REFEREE, FAMILY COURT OF CHICAGO**

Senator WILEY. All right; carry on.

Mrs. O'MALLEY. Thank you. I am Mrs. O'Malley, referee of the family court in Chicago here, which is commonly known as the juvenile court. It is the oldest and one of the busiest juvenile courts in the world.

I am not going to take up your time, gentlemen, because I am sure that this matter has been talked about in detail before and will again after me, but I would just like to say that I think one very practical suggestion would be that in this bill which Senator Kefauver is sponsoring, allotting Federal funds to combat this problem, that as Mr. Harvey suggested, a portion of it perhaps be allotted to continually publicizing this problem of juvenile delinquency.

I think that this problem stems from the moral climate of our country, and that in order to change that it will take a long expensive fight, but what we can do in the meantime, which I think would be helpful, would be to keep the parents and the general public of America alerted to this continuing problem, and if some of the funds could be allotted to television, radio, or to regular press releases as to this problem, or to such work as this committee is doing, it would be very helpful.

I would like to make just one more suggestion. In our own community here in Chicago one of the serious problems is that of the teenage gang violence, and I know, since this is such a difficult problem, I would suggest that the police break up these gangs of youths that congregate on so many corners, and that perhaps not more than 3 or 4 be allowed on any corner.

I know that that would be an injustice to some and inconvenient to the police and the public, but I feel frequently the most outrageous and spectacular suggestion becomes the common denominator of such a group, and that has a great deal to do with gang violence that has attacked our city, the vandalism in schools, the attack on the public.

I feel it would take long and persistent effort on the part of our police, but it would pay off in a continuing decrease in such violence.

Thank you.

Senator WILEY. Thank you very much. Any questions?

Chairman KEFAUVER. Mrs. O'Malley, I am interested in your suggestion that there be at least some overall national effort to keep the problem of juvenile delinquency before the people. I think that is very important, not only the particular problem, but the exchange of ideas. We have found that perhaps one city will be trying one effort that will work well in other places, but it is not known around the country.

This subcommittee at the last Congress recommended that a national council be set up.

They suggested that it may be a national forum with a national charter and financed originally with Federal funds, and we hoped that some foundations might help with the financing of it for the purpose of keeping a spotlight on the problem, exchanging information, acting as a national leader throughout the country in this whole field, and it is something like that that you have in mind.

Mrs. O'MALLEY. Yes; it is, Senator. I think without a doubt that any historical change that has taken place in our country has come about through public interest, cooperation, and finally legislation, and I think that is what we need, sort of a national clearinghouse with constant release, constant attention to keep this problem before our eyes, to alert, even if only in a preventive way, if possible, and I think you would find your committee—of course it is difficult to estimate those things, but I think the work done by your committee and others like it probably has prevented many delinquents.

The parents have been alert, have watched out, have prevented these things from coming to a head in time.

Chairman KEFAUVER. I think your idea is a very good one, and I might point out that I think in the long run it is preferable to a committee of this sort because we have so many things that we have to do, and we are a legislative committee to get the facts for legislation, and this only gets into another field, but I think your suggestion is very worth while.

Mrs. O'MALLEY. Thank you.

Senator WILEY. Thank you very much, Mrs. O'Malley. Our next witness is Dr. Bernard H. Shulman, Institute of Juvenile Research, Illinois Public Welfare Department.

He will discuss psychiatry and its relationship to controlling juvenile delinquency.

#### STATEMENT OF DR. BERNARD H. SHULMAN, ILLINOIS PUBLIC WELFARE DEPARTMENT

Dr. SHULMAN. Thank you, Senator.

I am glad Mrs. O'Malley preceded me to the stand. I thought for a minute that I was going to be the only representative of the social scientists here, and we have already been accused of being noble, but of not solving the problem.

Frankly, I didn't know that it was our job to solve the problem. We have been trying to find answers to it.

I don't propose, in a few minutes, to give you the cause, pathology, and cure of juvenile delinquency. I don't think anybody can. I would like to confine myself to a few points which haven't been mentioned by anybody else, and I would like to take a long-range sociological point of view.

We are living in a transitional age. Our whole culture is changing. One example of change in our culture is the difference in the status of the women in our society.

Senator WILEY. Before you carry on with your statement, Doctor, will you tell us a little bit of your background for the record?

Dr. SHULMAN. Yes; I am sorry, Senator.

I am a physician who specializes in psychiatry. I am a member of the American Psychiatric Association; I am the assistant director for professional services of the Community Guidance Interests of Chicago; I am also from the Institute of Juvenile Research. The first organization has been in existence for 10 years in this city; the second organization for something like 30 years. We have worked in the field of child guidance and of necessity in the field of juvenile delinquency for many years. I, myself, have been a psychiatrist for 6 years.

Part of my time as a psychiatrist was spent in the United States Army where I was the Director of Mental Hygiene Service in a training camp at Fort Belvoir, Va., where I was again faced with the problem of juvenile delinquency in the 17-, 18-, and 19-year-old soldiers.

Senator WILEY. All right; carry on.

Dr. SHULMAN. I was talking about the change in the status of the woman in our society. It is only in recent years that a woman can vote, can own property, and is considered legally an equal of a man. A wife is now considered to have equal status with her husband legally. You know how much trouble this has caused. It has never been officially acknowledged, but there has been a battle between the sexes for the past 50 years in our country, and you can see this in any movie, comic strip, television, or sit in the office of any marital counselor or in the family court.

Senator WILEY. Who is the boss in your house?

Dr. SHULMAN. We haven't settled that yet.

There has also been a change in the position of the child. We no longer have children who work. Senator Kefauver talked about this before—we have child-labor laws—our children are healthier physically than ever before. We have given them new freedoms and privileges. We have fallen down on the job somewhere along the way.

What we have is a completely different relationship between parent and child than we had 50 years ago. We cannot go back any more than we can give up electricity and internal combustion engines any more than we can blind our eyes to the existence of atomic energy. We cannot at this stage establish the authoritarian relationship that existed between parent and child years ago. First of all, the community won't stand for it. There was a time when, if a father beat his child, the neighbors thought it serves the kid right or, at the most, a father who beats his child too much, but nobody ever thought of dragging the father to court for beating his child or ostracizing him because he beat his child. That was considered a father's right. Do we want to go back to this? Maybe some of us do, but we can't. The community won't stand for it. We have come too long and too far away from that position.

With regard to punishment itself, punishment does not help solve the problem. It may discourage an individual from continuing in his wayward way, it may straighten out a person from time to time, but in all of our penal institutions, in all of our training schools for juvenile delinquents throughout the country the administrators of these institutions are giving up the idea of physical punishment because it does not solve the problem.

The policeman to the average child is not somebody to respect and admire. None of the enforcers of authority or enforcers of the law are identified or emulated by children.

I remember back in the 1930's there was a wave of gangster movies along with a wave of gangsterism, and somewhere in the middle thirties Hollywood adopted a new production code and instead of showing gangsters as heroes they showed the G-men as heroes. This was, I think, the most constructive step that a society could ever take to change the minds of its children and, apparently, this is already in the minds of Senator Kefauver and some of the other people who have talked before this committee.

Here was something that worked, but this often happens: We forget what worked 20 years ago, and we stumble on old techniques and we think that they are new ones that we have just discovered.

The chief difference between the child of years ago and the child of today is not the fact that the child today is more rebellious. There was just as much of a war between adults and children then as there is now, but then the child did not dare to rebel openly because the community did not support it. Today, defiance is the order of the day, and this is the chief difference: That the child today can be openly defiant and can get away with it. Why? Do we train our children to be nondefiant? No, we encourage them to be defiant. We encourage them to fight. We encourage them to get rich quick, to look for the easy way out—to want prestige. In every way in which we train our children, we are also training them partly to be juvenile delinquents. Why, in this Michigan Boulevard housing project, the Rosenwald project, was there a decrease in juvenile delinquency? Because a community was formed in which there was enough social pressure to keep the children from going astray into unconstructive ways of behavior.

Now, the adolescent has no useful place. He is not a child and he is not an adult. He is one of the two groups who have no use in our society, the other is the very aged group whom we relegate to nursing homes throughout the country.

What is there for the adolescent to do in our society besides looking for fun? It is true he can't work; he can't make a decent living. All he can do is go to school and let us face it: A great many adolescents don't have the brains or interest for continuing in school and they are cast adrift until they are old enough to get a good position or learn a trade.

We have liberated the child, made him an equal, but we have forgotten to invest him with a feeling of his importance. We have prevented him from contributing in a useful way.

We have entered into new social relations. We don't know an answer yet. There has to be some new adjustments and this ties in with Senator Kefauver's bill, and to help in it we are going to need some money.

All of the organizations doing this kind of work throughout the country are going to need not only money but an encouragement from governmental bodies in studying this problem, a problem which certainly concerns all of us in the community.

Right now in this State, for example, the only thing we can do with the juvenile delinquent is to remove him from the community. We are not helping the delinquent one bit by that. We are just helping the community.

When his time is up he goes back into the community and he is still a delinquent and we haven't given him any treatment and punishment doesn't work.

For the first time in our community we have a sheriff of whom I am personally very proud. Sheriff Lohman is trying to interest the community in the problem of juvenile delinquency because this is a community problem and you won't be able to solve it without the community.

Now, there are many new techniques which are working—they are mostly experimental techniques. I want to say this: Those new tech-

niques—and these really seem to be new ones because they grow out of our new way of living—are based upon the premise that it is possible for human beings to live in an equal way with each other.

Yet there are techniques the psychiatrist and the psychologist uses; there are techniques the policeman is learning, that the courtroom social-service worker is learning, and that especially the teacher is learning.

The teacher, of course, is a very important person. We all give lipservice to the teacher. We don't make it worth their while to stay in teaching even though we all think it is a very wonderful job.

There are many more things I could say. I don't just want to go on talking about it because I could go on for a long time.

I hope I have demonstrated in some way the broad base of the problem is that it involves the whole community, pointing out that it won't be solved by punishment, and how we cannot go back to the old ways of doing things. We have to find some new ways.

Senator WILEY. Thank you very much.

Chairman KEFAUVER. Dr. Shulman has given us a very, very useful statement. I think he has pointed out one of the matters, and had more to say about it, than Sheriff Lohman this morning, that we find among so many people—that is, we found if we go to a community and maybe the whole community is sold on the idea that only if they could do one thing that that would solve the problem of delinquency; one person will feel that the whole problem is just the church; another will feel there is only the schools; another will feel it is narcotics; another will feel there should be more punishment; another will feel that pornographic literature or television or radio or what is the thing; there are so many pet schemes and ideas that I think your statement will help in dispelling the notion that we can attack this problem just by following 1 line or 1 idea, that we are going to have to develop new approaches and realize we are living in a more complex and different society than we did a few years ago, and I think your statement is splendid. You have written 2 or 3 books on this subject, haven't you, Dr. Shulman?

Dr. SHULMAN. Just papers.

Chairman KEFAUVER. What are some of them?

Dr. SHULMAN. There is one called *Parents and Children*. That is a book which is going to be published in the near future, I hope.

And then there is a paper called *Group Therapy With Adolescents—An Experiment*, which was some work that I did with a group of students at the Austin High School in Chicago, which were handpicked by the principal as being the worst students in the school. We got some very gratifying results. I did not believe them myself until I personally talked to the people working with these children in the school.

Chairman KEFAUVER. We would like to have a copy of your different papers. Will you submit them to the staff and the committee, and also a free copy of your book?

Dr. SHULMAN. Who shall I send them to, sir?

Chairman KEFAUVER. Send them to the chairman of the subcommittee and I will distribute them.

Dr. SHULMAN. I will be delighted, sir, and honored.

Mr. CHUMBRIS. You pointed out, Dr. Shulman, that in the older days the youngsters did not dare to do certain things because the

community felt a certain way toward them and the community's attitude. Today there is a state of defiance by the youths. Which is the greater of the two evils, if there is an evil?

Dr. SHULMAN. What are you more concerned with, the state of mental health of our youth, or the proper damage done to the community? It seems to me that a community is based essentially upon people and upon the spiritual values that hold people together, not on the number of windows that get broken.

Mr. CHUMBRIS. Well, as to this particular problem, I mean, you say that the community attitude guides. Now, do you think it would be wise for the community's attitude to change back toward, not quite all the way back to where it was 50 years ago, but to turn back maybe another 10 or 15 years?

Dr. SHULMAN. I am sorry; I understand your question a little better now.

I said at the beginning that we are in the process of change, that this is an age of transformation. What we are seeing is a real social revolution. I don't think that the present situation has ever existed in world history before, and since we have never seen it in history before, I don't think we can predict exactly what is going to happen.

We are pretty safe in assuming that we are all moving toward a more democratic way of life, in spite of the fact that our democratic way of life is threatened by outside forces, and part of the cost of changing seems to be this growing defiance on the part of the child, just as one of the other costs of changing seems to be the rising divorce rate, the inability of so many people to find happiness in their marriages. People will have to learn new ways of getting along with each other, and the training that will be necessary is tremendous.

We will have to train everybody. First we will have to train ourselves to be able to train people, because we have to know better what is going on—parents, teachers, children, everybody is going to have to get into this. No one group will be able to carry it through.

Mr. CHUMBRIS. First of all we have to crystallize the idea of where that place should be, I mean, so far as parental authority, what the community's attitude should be toward parental authority. We have to establish that first, don't we?

Dr. SHULMAN. What would you like the community's attitude to be? Suppose that the community takes the attitude that the parent is the boss, but suppose the parent just does not know how to raise a child, and you get a malformed human being out of a child. You cannot go at it one way. You cannot choose one goal. You have to attack it on many fronts at the same time.

Mr. CHUMBRIS. You pointed out the success of the Rosenthal Development and the fact that that entire community adopted a theory of, "We will not have a delinquent." Why can't every community adopt that?

Dr. SHULMAN. That can be done. What that will do is to stop the present defiance. We will still have the problem of learning how to get along with each other and it may solve the legal problem of juvenile delinquency, but it does not solve any problem of mental health.

Senator WILEY. I want to thank you, Dr. Shulman. I presume that those statements that you made in relation to the children of today you wouldn't want to say apply to all of them. As a matter of fact,

to my own knowledge, there are many children who learn the significance of "Honor thy father and thy mother and obey them" in this day and generation.

I am sure that 95 percent that we have in this country have a sense of obligation to their parents, and as I say, I presume that what you had in mind was that this 5 percent or maybe a larger percentage have graduated out of that class where they did honor and obey to where they think that they should not honor and obey.

Dr. SHULMAN. Well, sir, you must realize that in my position I come in contact only with people who have troubles.

Senator WILEY. I thought so.

Well, we thank you, sir.

Chairman KEFAUVER. Thank you very much.

Senator WILEY. The Honorable Sigmund J. Stefanowicz, judge of the boys court.

We are very happy to have you, judge. I understand you will discuss some of the experiences in dealing with these boys that have come before your court, and the recommendations that have been made.

Carry on, sir.

#### STATEMENT OF SIGMUND J. STEFANOWICZ, JUDGE OF THE BOYS' COURT, CHICAGO, ILL.

Judge STEFANOWICZ. Senator Kefauver and Mr. Chairman, members of the committee, first of all, to advise the committee of my functions, I very briefly will describe the boys court in the city of Chicago. We have jurisdiction over all boys between 17 and 21 years of age. Also in the boys' court we have the auto-theft court, which involves anybody that steals a car from the age of 17 up.

The reason that the auto-theft court is together with the boys court is that you know and the committee knows that the majority of the auto thefts are committed by juveniles or teen-agers.

Now, in our court we have two assistant States attorneys who prosecute the State cases. We have two assistant corporation counsels who prosecute the city cases. We have a public defender supplied by the municipal court of the city of Chicago, under the chief justice, Raymond Drymalski, and this public defender defends boys who cannot afford to have counsel.

We also have in the courtroom representatives, and representatives that are in the courtroom daily, from the Holy Name Society, which is a Catholic organization, the Jewish Family Community Service, the Youth Service Bureau of the Church Federation, which handles the Protestants, Baptists, Lutheran, and other religions, the social service department of the municipal court of the city of Chicago; also the probation department, as well as Dr. Kelliher, from the psychiatric department of the municipal court.

I feel that our court is very well manned. I think we are gaining progress. In fact, the chief justice, Raymond Drymalski, just announced about a month ago that we are setting up a model boys' court. When I say "model," I mean one that we hope other cities will follow. We intend to move this boys court into the 26th and California criminal court building, with sufficient room for social workers, the States attorneys, and other people working in the court.

I have suggested to the chief justice, and he is going to accept my

suggestion, that we divide the boys court and the auto-theft court and have 2 separate courts, which we intend to do November 1, in order that we may give more time to each particular case, in order that the social workers may have more time to work on each boy, so we will have 2 courts instead of the 1 that we have now.

Also, while I am on the subject of the combination of both boys court and auto theft, I would like to say that I feel that in the city of Chicago we have the teen-age delinquency in hand. We may have an occasional case where it might get some publicity which may be severe. However, I feel that, as a whole, we have it in hand, and this I say because I don't think we did have it in hand about a year ago. I think that here I have to compliment the gentlemen that represent the newspapers and the television and the radio in this city, and I am including the foreign press as well, the foreign newspapers as well, in alerting the people of Chicago, alerting the courts, even alerting the police, alerting the parents to a situation which I don't think they knew existed, or at least they didn't realize it existed.

And I think we hit a peak here in November of juvenile and teen-age delinquency in the city of Chicago, and I think we are in our downward trend.

I can give you some facts and some figures. Since I have been sitting in boys court, last year I tried 9,000 cases involving 6,000 boys that appeared before me.

Chairman KEFAUVER. I didn't understand how many cases you tried.

Judge STEFANOWICZ. I tried 9,000 cases since last year, sitting in boys court, and out of those cases there were 6,000 boys. You must understand in many cases that when a boy appears and is a defendant there is also an adult with him. That is the reason I say there are 9,000 cases but there were 6,000 boys.

As to actual figures, for example, in auto theft, in 1954 auto theft has decreased 34 percent in the city of Chicago. Auto theft has decreased further since January of 1955, 7 percent, which shows an overall 41 percent decrease from January of 1954. That, I think, is an accomplishment which we must thank leaders like the State's attorney, the sheriff, and other people who have—the police department, and the social workers and everybody that had any connection with juvenile and teen-age delinquency. That is why it is so important, Senator, that your bill passes. It is so important because I feel that this publicity, this work in this particular case, the work that your bill probably provides was done in part by the newspapers and the radio and television in this city. Now, with your bill going through, of course, there will be a further continuation of that of alerting parents. Recently, I made a comment on the radio as to summer delinquency, which the Chicago Herald-American quoted editorially in an editorial entitled "They Need Action," and I will just read the first paragraph:

Now that the schools are closing, Judge Sigmund J. Stefanowicz of boys court warns that there will be an increase in teen-age behavior. The judge has a name for this tendency of many boys and girls to get into trouble at vacation time—he calls it summer delinquency—

and that is exactly the word I have accorded it—summer delinquency.

You see, this delinquency problem, as you know, works in cycles. It decreases and increases, and now we are in a period of an increase. As much as we have decreased in the city of Chicago, there is an auto-



matic increase now and which I call summer delinquency, and that is why I am making an appeal to the businessmen of this city to hire these teen-agers—as the chairman pointed out a few minutes ago when another speaker was here, to keep these teen-agers busy—to keep them off the street.

I made that appeal, and I understand many businessmen are taking up the appeal and hiring teen-agers to keep them off the street. The park district and private organizations are offering excellent summer recreation programs and that means a lot, if the parks and these private clubs hold picnics and various affairs and baseball games, and other things.

I remember when I was a boy, I wrote in to Sally Brown of the Chicago Tribune and I won, and I was so tickled to get a trip to Aurora. Those are the things I think that keep the summer delinquency down.

Along that line, may I say that on the basis of listening to these 9,000 cases, I had occasion naturally to go into the background of many of these boys. The social service department has been kind in cooperating with me and giving me extensive reports in many cases.

I have come to this conclusion that, No. 1, the causes of juvenile delinquency—let me put it first, are, No. 1, adult delinquency. I maintain that we cannot do a thing about curbing juvenile and teen-age delinquency until we first start curbing adult delinquency.

And that is another thing that should be done on a national scale and I hope it will be under this bill of yours.

2. I find a lack of religion as the main cause. I made checks in my courtroom and I find that a large percentage of defendants appearing before me were without religion or have ceased attending church.

3. This is a very ticklish cause which I say is a cause of lack of necessities. We find that for example in the cases of petty larceny, say, where people steal because they have no money, they have no job. That is what I call the lack of necessities.

4. The lack of respect for authority. When I say authority, I include the teacher, the parent, and the police officer, and of course I am glad to hear that Mayor Daley is going to add on more policemen because I have advocated for the last year that the policemen on the beat should be returned.

I think he was a psychiatrist; I think he was a father; I think he was the officer who helped the little boy, who helped him with his problem, who at that time when the policeman was on the beat, that the boy recognized that policeman as a friend.

Today they don't and unfortunately we have lost that respect for the police officer and we have to regain it. We have lost the respect of the teen-ager for his teacher and we have to regain it; we have lost the respect of the teen-ager for his parents and we have to regain it.

As far as recommendations go, further, I would like to dwell on a subject which for some reason, I don't know why it never gets anywhere, but I found this so true in my court: I have boys who are repeaters and the only reason they are repeaters is because they were under the influence of alcohol at the time they committed the crime.

I will have a boy who has a good job, who has a good family background but he will go out on a Saturday night and get intoxicated and see a car that is open; he goes in there and starts the car and

starts to drive it, gets into an accident and then he is caught and charged with auto larceny or tampering.

He comes up before me. I treat the case the first time in the usual way and then the second time, a few weeks later, he is up again. At both times I realize he was under the influence of liquor.

The reason I point that out is because I feel that either on a Federal basis, or even perhaps the States shouldn't put the burden on the Federal Government but themselves, the States, we need an alcoholic institute in this State of Illinois.

We need a place where we can cure some of these people before they get into the cycle of crime. Also I have studied this very carefully: We have the county jail here in the city of Chicago which the sheriff will tell you is overcrowded.

He has about 2,300 prisoners and probably facilities for 1,500. The house of correction is overcrowded. I feel that we need a boys' school of correction, a separate building; yes, it may house a jail; it may house a school; it may house a workshop, and that is only for boys between 17 and 21, so that in my courtroom where I have jurisdiction over felonies to this extent, that I may hold the boy over to the grand jury on murder, rape, or any of these charges or felonies, or I may reduce the charge in my courtroom on those cases where they are felonies; then if they are properly there and belong in the criminal court they should be brought over to the grand jury and if the grand jury indicts them, they should be handled in criminal court, but on misdemeanors where I am putting a boy up to a year, and that is a misdemeanor on a city charge where, for example, I assess them a fine of \$200 and costs, and he can't pay it, and he must work it out at \$1.50 a day or \$2 a day, depending upon the charge, that in those cases that boy should be placed into a boys' school of correction, and that could be either on the basis of a local, city, or State financed basis, perhaps, by some Government foundation or maybe just locally on a State basis.

In conclusion, may I say that I want to thank this committee. I think when I was referring to awakening the parents, the committee has done a lot in awakening everybody all over the country. I want to thank you, and if there are any questions I will be happy to try to answer them.

Senator WILEY. Thank you, Judge, for your very fine statement. It is one that we can profit by. Senator Kefauver?

Chairman KEFAUVER. Judge, it is good to see you again and to have a chance of being with you.

Judge STEFANOWICZ. Thank you.

Chairman KEFAUVER. I have known the judge for a long time, and I think sincerely, Judge, that you are one of the finest judges of a boys court in the whole country. I know something about your work. We do appreciate your testimony here.

I was interested in what you were doing about the reorganization of your boys court, what kind of rehabilitation program you have. Will you have a board of supervision with psychiatric help? We are interested in this, because we have the Youth Correction Act in our Federal Government, you know, for youthful offenders of Federal statutes, and we would like some suggestions from you about what you are going to do with your court, which might be helpful to us.

Judge STEFANOWICZ. Well, the only thing I would like to say is that juvenile or teen-age delinquency must be stopped at the original source. Sometimes I may have a case which is just a disorderly conduct case, a simple charge where I can just fine the boy. Everybody gets into the feeling in the courtroom that there is nothing to this case. I spend more time on those cases, possibly, than on others, because I feel that is the boy's first appearance, and I feel that perhaps a good policy would be to, in these first offender cases, especially where they are not serious, order a social service report, so that the judge after a finding, or when he is ready to find, when he does not want to give the boy a record, so that the judge can understand and continue the case for a couple of weeks, which I do in my court, and when that social service report comes back, and I read the background of the parent, the home, the environment, health, and whether he is married, it helps me in deciding what to do with that boy.

It is so very important, as you know, as to what we do with that boy the first time up, that is the most important thing that can be done, and I think the social agencies can do a lot of good in that respect.

There is only one thing that I feel, and I really don't know the answer to this, what should we do to awaken the parents even further?

There has been some talk here in Cook County about the States attorney bringing contributing delinquency charges against the parents. There are arguments for it and arguments against it. There are some good arguments for it, and there are some good arguments against it.

How far can we go to punish the parents? Can we just place the charges against them, and bring them in court and make them answer? Just how far we should go, I don't know. Personally, I think we first should try to do as your committee is doing, and as the press and radio, and so forth are doing, and that is to awaken the parents.

But going back to your question, Senator, I think that a social service program, and a report after you have already decided you are going to find the boy guilty, but after—I mean, before you pass sentence, is very, very important.

Chairman KEFAUVER. Thank you, sir.

Judge STEFANOWICZ. Thank you very much.

Senator WILEY. Thank you, Judge.

At this time I want to call upon Capt. Michael S. Wolke, director of the Youth Aid Bureau, Milwaukee Police Department.

#### **STATEMENT OF MICHAEL S. WOLKE, DIRECTOR, YOUTH AID BUREAU, MILWAUKEE POLICE DEPARTMENT**

Senator WILEY. I am very happy to see you, sir. I have stated on many occasions the real answer to the problem of juvenile delinquency to our Nation is by constructive action at the grassroots. I am proud to say that our State, the State of Wisconsin, has been in the forefront in this effort. I was pleased to hear from you the other day, and I was very happy to place in the Congressional Record a letter you wrote me.

If at the conclusion of your testimony you haven't covered what you wrote me, I am going to again place the letter in this record.

Carry on.

Mr. WOLKE. Thank you, Senator. Senator Kefauver, members of the committee, at the outset I would like to convey the greetings and personal regards of Mayor Zeidler of the city of Milwaukee and our Chief Polcym to this committee and to express their appreciation for the opportunity to participate in this hearing on this very vital problem.

We, too, in Milwaukee, have the same problems, and I am very happy personally to be a part of this hearing to more or less learn myself about this job of handling youngsters and do my job a little better, and then of course to be of some help to this committee and in its findings.

As you know, the first duty of law enforcement is the protection of society. The second, of course, we feel, is the welfare of the youthful offender. Of course in the viewpoint of police—I am not going to try to amplify Sheriff Lohman's statements on the role of police in handling of juvenile offenders. He made a very eloquent statement in that regard, so I am going to try to stick to my role as a police officer, working in a major metropolitan police department and handling youngsters under the age of 18 years of age.

The Youth Aid Bureau of the Milwaukee Police Department was established in 1946 by Chief Polcym. Previous to that, of course, we in law enforcement had no recourse but to bring in the young offender, bring him into the station, turn him over to our commanding officer, and tell him about the complaint, state the complaint, and of course make out our report, and that was the end of it.

We never went into the why of this youngster's offense, what his background was, what his home conditions were, with whom he associated and all those things, which we feel today are very important things in the total program of crime prevention from a police role.

The philosophy, of course, in police crime prevention programs is that we are trying to prevent as much as possible the stigma of a police record, and secondly, to prevent the repetition of a first or possibly second or third minor offense which we know usually results in more serious misconduct in the future.

The functions of our bureau, and that, of course, of most juvenile bureaus in police departments is that we discover the crime, we make an investigation, we make some sort of a treatment program or some attempt to treat or refer—and/or refer—and, of course, the fourth is protection.

The activities of the youth aid bureau—and I would like to state at this time—Milwaukee is not unique in this program. Most of your major metropolitan police departments are doing a very excellent job in handling youngsters today.

We are doing a much better job today than we did 20 years ago or even 10 years ago, in understanding young persons' conduct, a young person's waywardness, and, of course, going into the why this youngster gets into trouble.

The activities of the bureau, of course, are personal referrals from the policeman on the beat, and, of course, we in Milwaukee are very proud and very unique in having approximately 40 percent of our police personnel of about 1,760, somewhere around there—40 percent of those people walk beats.

The chief always emphasizes that very strongly, and therein lies the efficiency and effectiveness of a policeman, just as pointed out by

Judge Stefanowicz and Sheriff Lohman and some of the other speakers in crime prevention.

The major crime deterrent, we feel, is the policeman on the beat. The policeman who knows his neighborhood, knows the business people in that neighborhood, knows the parents, and knows the kids—sometimes by their first name, most of the time—is the major crime deterrent.

We get referrals from citizens and from the police officer. We get referrals from the district attorney's office, from the department-store detectives, from schools, from the probation department; and from the children's court.

In most cases we do the screening. The youth aid bureau, of course, is just a crime prevention unit of our total police program. We do the screening, and we do the followup on the job, the basic job, that the police officer does in his own beat. Another unique feature of our law enforcement in Milwaukee is that the policeman himself, every police officer, is trained to do a total job, not just one specialized job, but a total job.

He is the crime-prevention agent in his area, and he usually takes care of everything that comes before him. Usually when a youngster comes before him on some type of offense, whether he seeks it or it is reported to him, the officer usually takes the boy home, talks to the parents and asks for their cooperation, or if it needs followup, if he feels there is a bad home condition or a bad economic condition there, he usually refers that boy to the youth aid bureau for further followup. Then it comes to us again on a referral and the officers of the youth aid bureau screen it. We talk to the parents, to the school and clergyman of that boy's denomination, and with everybody else concerned. In other words, we try to analyze and get at the basis of this youngster's trouble. Once we do that, then we are in a better position to help him when he needs help the most.

To prove the effectiveness of the program, as I said before, we established the bureau in 1946—we have been in existence just a short 10 years. Previous to 1946, we issued arrests on the average of 6,000 youngsters a year in Milwaukee. That means every boy and every girl who was brought into the station was booked as a delinquent child and was referred to the children's court directly or ordered to appear there at some future date.

Last year, 1954, we handled over 17,000 youngsters in the city of Milwaukee alone, but of those 17,000 only 4,791 were referred to children's court, proving the point that Sheriff Lohman made and some of the other gentlemen speakers here that 1 out of 3 or 1 out of 4 youngsters getting into trouble today that are going through the police contacts are finding their way into the detention home for more serious offenses or probably for repeated offenses.

Therein again, we in Milwaukee are unique in the fine cooperation, fine relationship we have with our children's court, with our probation department, both Federal, county, and State. We have a fine relationship, a fine esprit de corps, a very close relationship—they meet with us and we with them. We discuss our problems, and discuss our limitations, thereby creating a better understanding between the kind of a job we have to do together—a teamwork basis, I think—teamwork process, rather, that provides the kind of results we get in Milwaukee.

Then, of course, the cooperation and support of the community agents, group workers, caseworkers, and the Community Welfare Council—all of those fine agencies that do such a marvelous job in keeping this figure, as was pointed out here, less than 5 percent or, in some way, 2 or 3 percent, but therein lies the greatest percentage of your youngsters today in America who are very healthy, and normal, young citizens. They are good kids, and there is only a small percentage of them that we in law enforcement, social sciences, must deal with and those are the youngsters we have to specialize in and give more emphasis to.

The special activities that we usually conduct in our crime-prevention program are tours—tours of our safety building. We take youngsters and adult groups continually, day in and day out on a complete tour of our safety building. We provide an officer guide, take them through and create a better relationship with the youngsters as well as adults.

Chairman KEFAUVER. I don't understand this tour. What do you do on the tour now?

Mr. WOLKE. Senator, we take them in groups—Boy Scout groups, ladies' groups or men's civic clubs. They make arrangements for a tour of our police headquarters building. We take them from top to bottom. We explain all the functions of the identification bureau, communication bureau, detective bureau, the traffic division, police training, vice squad, youth aid bureau, and all of the functions—the jail—we show them the jail and the morgue—all of the basic functions of a police organization so that they will understand the police officer's job a little better.

Does that answer you?

Chairman KEFAUVER. Yes.

Mr. WOLKE. We assign speeches—we are assigned a lot of talks before PAA's, before youngsters in schools. We speak on safety, citizenship, on civic responsibility, respect for law and authority, and we show films on those subjects also. We conduct a physical inspection and testing program for our youngsters on the playgrounds in conjunction with the PTA, and the recreation department of our municipal recreation department.

We have a traffic safety school that we conduct in cooperation with the children's court. Therein we take, or rather, the children's court orders first offenders of traffic violations—that means boys and girls between 16 and 18 on their first offense—there is usually a mandatory suspension of license in the State of Wisconsin, but Judge Kenney, of the children's court has received the cooperation of our motor vehicle department and they are working very cooperatively with us, in that the youngster keeps his license on that first offense, but the judge orders them to appear at this traffic safety school for 3 sessions, 3 one-evening sessions, and there they get the lectures and films and exams on safe-driving attitudes, safety behind the wheels, the psychological effects of driving and safety of the motor vehicle operation.

Out of a total of 723 youngsters that appeared before this school, in the last year and a half, we only had 11 repeaters, which we feel is a very good percentage of youngsters that are learning at least some of the basic safety principles of safe driving. We help very much. We are a part of the school safety patrol program. We go into the schools and organize and establish school-safety cadets. We

go there and give them lectures and give them the recognition they so richly deserve. We provide belts through the Triple A and through our safety commission, and of course, the certificates when they finish the school year.

A lot of our officers are interested and active in scouting, acting as scoutmasters, troop leaders, as Scout commissioners, neighborhood commissioners, and troop committeemen.

Just recently we established or organized the Police Youth Advisory Council. There is something that we are very proud of today. It is just new, but we are very happy that we have representatives from every high school in Milwaukee County representing at least—1 boy or 1 girl representing a student council of the Catholic schools, suburban schools, city public schools, and the vocational school on this council.

I meet with those youngsters once a month or sometimes twice a month to discuss common problems that police have and that youngsters have in school, and the kind of things that we in the police circles would like to transmit to the school assemblies.

Chairman KEFAUVER. Captain, do these kids that meet with you on the Police Youth Advisory Council in turn go back to their schools and talk to the kids in the schools about what they have learned and what recommendations they have?

Mr. WOLKE. Yes, Senator. Recently, this council helped the Community Welfare Council in its Community Chest fund. Now they are going back to their own individual schools. Each one of those boys or girls represent an entire student body of Catholic, Lutheran, or parochial or vocational school students. They go back to their own student councils and tell them what has been discussed in our meetings and they bring back to our meetings the results of their surveys or their talks with these other youngsters.

We have in the Milwaukee Metropolitan Crime Prevention Bureau, half of which is a metropolitan group as appointed by the county board chairman and the other half by the mayor of the city of Milwaukee, which meets regularly every month, and at the present time they are developing or establishing a conference similar to the one Sheriff Lohman conducted here in the city of Chicago on the basic problem of delinquency and adult crime.

We have a separate metropolitan youth commission in Milwaukee also appointed by the mayor and the county board chairman which deals specifically with youth.

That youth commission has lay and professional people and has four from high-school groups on that commission. They make surveys and discuss problems that happen in the city of Milwaukee and make recommendations to the county board and the city council.

Now, we come to the very essence of this program of juvenile officers. We, in police training, are glad we are coming out of the doldrums of police work into the field of working with youngsters at the time they need help most, on the first offense or when it is reported to us by parents or from children's court where they feel the offense is not enough to warrant court action. We have the Wisconsin Juvenile Officers Association which is 2 years old; it is patterned after the California Juvenile Officers Association, and since that time Minnesota and Michigan have established a juvenile officers associa-

tion; I believe New Jersey and Massachusetts have, too. New York, I think has, too.

We have an institute at the University of Wisconsin, a 3-day institute specifically to help train juvenile officers or sheriffs or constables or police officers from all communities in the State to learn more about this job of handling youngsters on first or second offense.

Then, of course, we are in the process of establishing a juvenile administrative association in the Midwest, in the Central States areas. We are inviting all the administrators like heads of juvenile bureaus from Denver, Omaha, St. Louis, Louisville, the Chicago park district, from Michigan, and Minnesota to our conference and institute this fall in November to properly establish that kind of a program, so that we can get together once in a while to exchange ideas, to build new procedures and methods there, and again do a much better job in handling youngsters from a police point of view.

We have fine cooperation from the department of public welfare, especially the division of children and youth provides a juvenile law enforcement consultant, who works with the sheriffs' association, the chiefs of police association, and other associations.

We work very well in that respect and I think in the last 2 years we have developed a fine rapport, a fine relationship between all these agencies which make up this whole team in trying to do a better job of helping these youngsters long before they get into trouble.

It has been a happy privilege to appear before this committee and I would like to congratulate the committee on the resolutions now before Congress which will be helpful to us in the law-enforcement field, the social sciences, and in working efficiently in dealing specifically with this problem.

Your resolutions, Senator Wiley and Senator Kefauver, I sincerely hope will get the favorable response from Congress that they deserve.

Senator WILEY. Thank you; Wisconsin is certainly proud of the fine work you are doing. You are gifted with one of the great police departments of this Nation, the police department in Milwaukee, which is famed throughout this country for its integrity and its high standards of personnel and achievement.

You made a late statement and when you spoke about the doldrums, get out of the doldrums of police work into the field of working with youngsters, I thrill to that statement because here you have the real job in America, getting away from the ancient concept of the letter and getting into what you might call the spirit of the higher law, so I am very happy too that you could appear here today.

I will ask to have inserted into the record a letter you have written me and which has some of the articles, or, rather, objectives of this association that you speak of, the Wisconsin State Juvenile Officers' Association.

I believe it is worthy of going into the record and I personally want to thank you again for the tremendous job you are doing in relation to saving the lives of the youth of Wisconsin.

(The statement is as follows:)

[From the Congressional Record, February 9, 1955]

LETTER FROM WISCONSIN JUVENILE OFFICERS' ASSOCIATION

Mr. WILEY. Mr. President, as I have stated on many occasions, the real answer to the problem of juvenile delinquency throughout our Nation is by constructive



action at the grassroots. I am proud to say that my own State of Wisconsin has been in the forefront in this effort.

I was pleased today to hear from one of the distinguished law-enforcement officers of my State, Capt. Michael S. Wolke, director of the youth aid bureau of the police department of the city of Milwaukee. This department is, I may say, one of the great police organizations of the United States, famed throughout the Nation for its integrity and its high standards of personnel and achievement.

I believe that my colleagues will be interested to know that there is a statewide Badger organization, of which Captain Wolke is the president, the Wisconsin Juvenile Officers' Association, dedicated to grassroots work against youthful crime.

I send to the desk the text of Captain Wolke's letter, and the forepart—the first three articles—of the organizational charter of that distinguished group.

I ask unanimous consent that this material be printed in the body of the Record at this point.

I earnestly hope that other States throughout the Nation will follow the splendid example of the Wisconsin Juvenile Officers' Association.

There being no objection, the matters were ordered to be printed in the Record, as follows:

CITY OF MILWAUKEE,  
DEPARTMENT OF POLICE,  
*Milwaukee, Wis., February 7, 1955.*

HON. ALEXANDER WILEY,  
*United States Senator From Wisconsin,  
Washington, D. C.*

DEAR SENATOR WILEY: As president of the Wisconsin Juvenile Officers' Association, may I take this opportunity of expressing our most appreciative thanks and pleasure in commending you for your decisive stand and introduction of the proposed resolution calling for grants-in-aid to States conducting tried and tested youth-welfare programs.

We in Wisconsin can be proud of the numerous projects that concern the needs of our children, and we are grateful to you particularly and to the other representatives of this fine State in the Nation's Capital, who are constantly striving to better the condition not only of their own State, but, also, that of the other 47 States which make up this wonderful land of freedom, hope, and inspiration.

Enclosed please find a copy of our organizational charter explaining our functions and purposes. May we also insure our continued cooperation and support in all your endeavors where we as individuals or as an organization can be of some assistance.

Our sincerest thanks again for your profound concern and interest in the welfare of our future citizens and kindest personal regards from your many friends in Wisconsin, I remain,

Respectfully yours,

Capt. MICHAEL S. WOLKE,  
*Director, Youth Aid Bureau.*

#### CONSTITUTION OF THE WISCONSIN STATE JUVENILE OFFICERS ASSOCIATION

##### *Article I*

Name: The name of this organization shall be the Wisconsin State Juvenile Officers Association.

##### *Article II*

Objectives: The objectives of this association are:

1. To encourage active participation in all matters that have to do with youth and youth's problems as they pertain to the field of law enforcement.
2. To uphold the principles of good government.
3. To assist in every honorable way the furthering of the interests of its members and to bring about better understanding, not only of those engaged in the work, but with the various youth agencies with whom we have contact.
4. To recognize and teach that organization, cooperation, and reciprocity are better than rivalry, strife, and destructive competition.
5. To cooperate with all youth organizations, both governmental and lay, which have a common interest in youth and the public's welfare.

6. To encourage the application of the highest ethical standard of our profession, and to endeavor by the exchange of methods and ideas to increase our efficiency within our respective organization.

7. To concern ourselves with legislative programs and contemplated legislation which in our opinion would affect the welfare of the youth of the State of Wisconsin.

8. To afford full protection to all law-abiding citizens of this State and to the end that the juvenile's best interests will be served.

### *Article III*

**Membership:** Membership in this organization shall be open to all law-enforcement officers who are or will be working specifically with juveniles.

Voting membership shall be limited to those who are members of a bona fide law-enforcement agency and assigned, full or part time, to juvenile activities. Voting membership may be retained by members of law-enforcement agencies who have been reassigned to other duties.

**Senator WILEY.** Now I just want to ask you another little question. What about the Braves?

**Mr. WOLKE.** They are doing all right; aren't they?

**Senator WILEY.** Doing all right; are they?

**Mr. WOLKE.** They certainly are.

**Senator WILEY.** As a matter of fact, there is a certain feature about the Braves that also has something to do with this problem. I think having grandchildren myself right in your county, Wauwatosa, I know what it has meant, because several weeks ago I was up there, and on that day I think that they let in the high-school students in Milwaukee to fill up one of the grandstands.

Of course, the youngsters have really been satiated almost, or filled with the spirit of the Braves, as have the oldsters.

Another thing, I notice that during the spring a great number of school youngsters come down to Washington under the supervision of the teachers.

Have you anything to do with that job? That is a tremendous thing for the high-school students. They come from parochial and public schools. They literally come from that area by the hundreds to get acquainted with the capital of the world, as Washington is, and to me that again is another outlet of the right kind for the minds that are growing up, so to speak.

Do you have anything to do with that?

**Mr. WOLKE.** Yes, Senator; that is part of our citizenship-training program. That, in conjunction with the Safety Patrol Congress held in Washington every May. These youngsters from the high schools are going through continually throughout the year. I see that they met with you several times. I have seen some of the pictures on the Capitol steps. That is a continuing thing throughout the year. The Safety Patrol Congress goes there once every May.

Youngsters from various school districts who do a good job in providing the kind of safety so necessary around schools. Then again we have some other groups that go, those that are more adult, the high school senior youngsters go to Washington also, all as a part of the citizenship-training program.

Getting back to the Braves, I would like to point out that we have a very fine and successful knothole gang there, just as the Cubs and the White Sox have here in Chicago, and we have one of the finest and most successful girls' knothole clubs in Milwaukee.

We fill those bleachers up every third game with the cooperation of the Milwaukee Braves.

Senator WILEY. I notice another thing, you are increasing your beaches continually, so that the youth of Milwaukee will have the benefit of the beaches for getting rid of some of that energy, so to speak.

They are constantly swimming, are they not?

Mr. WOLKE. Yes, sir; and that is my speed, of course. I am a swimmer myself, and a diver, and I am very much interested in the natatorium, beaches, and the lifesaving program.

We are increasing the number of swimming pools within the area of Milwaukee County, along with the beaches on Lake Michigan.

Senator WILEY. Is the whole program based upon this premise which I personally recognized with my family, when youngsters become a certain age, what you want to do is keep them busy with good reading, good thinking, good music, good exercise, like swimming, and so forth, to get through their high-school years and into college, and you have kept them safe through those years by that very activity, not by sleeping, so to speak.

Mr. WOLKE. That is the essence of crime prevention, to keep them busy in all walks of life.

Senator WILEY. That is the essence of preventing crime, because the human mind of man is necessarily engaged in activity, and if you can fill the mind and get the body tired with legitimate exercise, you have created a sort of bulwark there against evil, so to speak; is that right?

Mr. WOLKE. That is right, sir.

Senator WILEY. Thank you.

Senator KEFAUVER?

Chairman KEFAUVER. Captain Wolke, I take it from this colloquy between you and Senator Wiley that Milwaukee must be a very wonderful, fine city.

Senator WILEY. Don't you know that? I am surprised.

Chairman KEFAUVER. I knew that to begin with, but I wouldn't have any doubt about it after this colloquy. But seriously, I do want to compliment you upon the fine program that we have heard you relate here this afternoon, and we have already learned a whole lot about it. In many, many ways you are endeavoring to tackle this problem, give your children opportunity, and you have been very successful in doing so, and I want to congratulate you.

You mentioned, Captain Wolke, that you had a fine team, that you have good teamwork between your police department and city officials and schools and private and public organizations of various kinds, with your State government. I just want to tell you and your people that you have a fine member of the team in this field in the United States Senate in Washington, in Senator Wiley, as a member of this committee.

Mr. WOLKE. We know that very well, Senator.

Senator WILEY. I am glad you two agree on that.

Chairman KEFAUVER. And we do appreciate your coming down and telling us about what you are doing in Milwaukee.

Mr. WOLKE. Thank you very much for the opportunity.

Senator WILEY. We will now stand in recess for 10 minutes.

(Whereupon a short recess was taken.)

Senator WILEY. Is Mr. Wolke still in the room? Will you take the stand just a moment?

You informed me a few moments ago that you had forgotten what you thought was an important matter for this committee. Would you please tell us in a few brief statements something about the juvenile enforcement record that you are keeping and which has been submitted, as I understand, to Mr. Hoover, of the FBI, and so forth? Tell us briefly.

Mr. WOLKE. Yes, Senator. The record system there is for juveniles, juvenile law enforcement record. It is a very confidential record. It is being tested right now at the present time in 10 localities in the State of Wisconsin, by the State department of public welfare, the division of children and youth. We are testing it to take out the kinks, to find the bugs in it, and then make a formal presentation to our State department of public welfare to present that kind of a record system to all the law enforcement agencies in Wisconsin.

It is being tested now in the county area, in the city of fourth class, city of the third class, several villages and several townships, with the sheriffs and the chiefs of police cooperating very nicely on it.

We are going to test it for 2 months. If it works, we are going to revise it, and then we are going to put it on a full-year basis, thereby providing for the State of Wisconsin—for everybody, of course—a full, complete reporting system of all juveniles, whether they come from one county or another, whereby one county sheriff will know what kids are coming over into his county from another county, becoming involved in offenses against the law.

Senator WILEY. Then after 2 months, if the record is found workable, and after it has been revised, there will be no objection, I take it, to submit to this committee a copy of the same for our information; is that correct?

Mr. WOLKE. Yes, Senator. You have a copy there, and I would like to submit also copies of our other programs for the committee's reading, if you so wish.

Senator WILEY. They will be received and placed in the record.

(The documents referred to were marked "Exhibit No. 7," and are on file with the subcommittee.)

Senator WILEY. Mr. Novelsky, assistant State's attorney. He will describe briefly the recent vandalism in the schools by gangs.

We are glad to see you, sir.

#### STATEMENT OF BENJAMIN NOVELSKY, ASSISTANT STATE'S ATTORNEY

Mr. NOVELSKY. First and foremost I wish to express, to welcome the committee on behalf of Judge John Gutnecht, State's attorney of Cook County, who unfortunately is unable to be with you gentlemen today. The State's attorney's office of Cook County has cooperated with this committee and shall continue to cooperate with the committee. I have been assigned to the family court of Cook County, and we handle all dependent as well as delinquent children in Cook County.

The subject I have been chosen to cover today is the subject of vandalism in the public-school system.

The board of education in the city of Chicago has the responsibility of caring for 450 buildings within their scope of authority. The board of education is a self-insurer, similar to the Chicago Transit Authority here in the city of Chicago.

One, window breaking; two, burglaries; and, three, fires.

As far as window breakings are concerned, during the year of 1954, approximately 50,000 windowpanes were broken. The number may seem to be large, but when one examines the situation, it is larger still when we examine the situation in dollars and cents.

There are over a million panes of glass in the buildings under the jurisdiction of the board of education. Now, based on a conservative estimate of \$5 a window, the taxpayers of Chicago have paid over \$250,000 for the replacement of glass panes in the school system alone.

The board of education has brought about a reduction in the breaking of windows last year, and will do so further this year by a relocation of playgrounds on school property, and by quick window replacement of broken windows. A row of broken windowpanes creates a temptation to a boy when he views it for any length of time.

A broken window can suggest a method of entry into a building, as well as an invitation to break more windows.

As far as burglaries are concerned, representing the State's attorney's office, any youngster up to the age of 17, being a male, and up to the age of 18, being, she, a female, is referred to the family court of Cook County. That covers not only the city of Chicago, but the entire county.

Now, from the year of 1950 through the year 1954, \$92,577.62 worth of equipment, personal property, and money was taken from the public schools in the city of Chicago. Now, through the efficient work of the police department and that of the State's attorney's office, the amount recovered was \$42,918.37, leaving a net loss of \$49,659.25.

Now, these burglaries usually are followed first by a breaking and then entering, be it through a door or a window, and in some cases in order to cover up the entry, arson is turned to.

Fires have been a serious problem to the people of the city of Chicago. Now, once a burglary is committed the culprits will attempt to cover up by an act of arson. In 1954, there were 30 fires in the school system, amounting to damages in excess of \$94,000. In September of 1954, a fire was set at the Mulligan School on the north side of the city of Chicago. The damage at this time amounted in excess of \$30,000. It is interesting to note that this vandalism and arson to the school property was done by 4 youngsters, all under the age of 15. It is further interesting to note that prior to the time these youngsters broke into the Mulligan School, they went home and obtained gloves so they would not leave fingerprints on the premises.

We recently had a fire here in the city of Chicago at the Doolittle School, and damages according to the press ran in excess of \$20,000. The actual damage was a little over \$10,000.

Now, we in the State's attorney's office are called to follow through and to handle the youngsters accused of this vandalism. The board of education is cognizant of the problem as well as the State's attorney's office.

They have instituted a program of rehabilitation and reeducation. Out of every 10 youngsters before the family court, 9 are truants.

Realizing this, a survey from 1952 to 1953 revealed that there were 13,039 youngsters handled as truants by the Chicago Board of Education.

Now, this number dropped in the following year to 11,695. The reason for the drop in truancy was based on the fact that the board of education through their new president has instituted a series of conferences with parents. They are educating the youngsters in a philosophy of good citizenship in their schools, be they grammar school or high school.

Today vandalism outside of burglary, window breaking, and arson in the year 1950 amounted to \$32,000; in the year 1951, \$24,000; in the year 1952, \$27,500; in 1953, \$15,000 and in 1954, \$48,000.

Now, my main purpose in coming before the committee was not to cover the field of delinquency. I had the pleasure of covering that field in a previous hearing, but to point out the situation as it appears in the city of Chicago as far as school vandalism is concerned.

I would like to point out further that out of five of the youngsters referred to in family court for the fire in the Doolittle school, none of the five had a strong male figure in the home.

The father was either deceased or had deserted the family. Now, if there is anything further I could bring out through questions and answers, I will try my best. I realize the hour is late and the time is short.

Senator WILEY. What happened to the youngsters?

Mr. NOVELSKY. In which case?

Senator WILEY. Of the five you talk about?

Mr. NOVELSKY. If we refer to the Doolittle School fire which was the last fire, the amount of damages in excess of \$10,000 the youngsters we had in family court were the only ones I am permitted to go into; first of all, out of the 5 youngsters 1 was not implicated in the fire. The other 4 were implicated in vandalism in and about the school proper but they were not definitely tied up with the fire.

Of these 5 youngsters, 1 youngster's petition was dismissed; 3 of the youngsters are carried under court supervision: referral has been made for psychiatric evaluation and training.

You must understand, Senator Wiley, when a youngster is treated in our court we are not interested primarily in what he has done but why he is there. We base our reasonings on a thorough social evaluation of the youngster, made by a trained probation officer. In our investigation we found that although 4 of these boys were guilty of breaking windows all 5 sorely needed psychiatric treatment. Not only did the youngsters need psychiatric treatment but the mothers needed counseling in the guidance of children.

So far as restitution was concerned, may I point out that three of these families were aid-to-dependent-children families and there was no possibility of restitution for the small amount of damage they did.

Referring to the fire in the Mulligan School, 3 of those youngsters were removed from their parents and placed in a Chicago parental school for a period of 8 to 12 weeks, for a program of reeducation in the reevaluation of the property rights of others.

On their release from the Chicago parental school, 2 of the youngsters were referred to institutions or boarding schools, and 1 of the youngsters was released back to the parents.

A token order of restitution was entered against each parent and at the present time they are making restitution to the board of education.

You must realize we do not have authority to order restitution in our court. We may recommend it as part of the terms of our supervision or probation.

Senator WILEY. Thank you. Any questions?

Chairman KEFAUVER. No; except to say that you made a very fine statement before the committee when the committee was here last time and we appreciate your coming back again. I didn't understand exactly the figure you said that the amount of window replacement last year was; did you say \$240,000?

Mr. NOVELSKY. Based on 50,000 panes that were broken, the average cost to install at \$5; they utilize double-strength window glass, time and labor; it was \$250,000 for the year 1954, which is a staggering amount, but considering that the board of education has over 1,500,000 panes of glass to worry about, it isn't too much, unless we figure it in dollars and cents.

Chairman KEFAUVER. That sounded like a mighty big figure. I just wondered if I had it correct.

Mr. NOVELSKY. That is correct; \$250,000.

Chairman KEFAUVER. I hope you will also give our respects to Mr. Gutknecht, the attorney for Cook County and thank him for the cooperation and help to the members of our staff since we have been out here.

Mr. NOVELSKY. I will convey that to him.

Mr. CHUMBRIS. During the course of the October hearings when the witnesses were discussing vandalism in the schools there was a suggestion of night watchmen in the overall civic program protecting not only school property but city property. Has anything been done about that suggestion?

Mr. NOVELSKY. I believe the Chicago Welfare Department in conjunction with the board of education at the present time have utilized some recipients of their grants as watchmen in certain areas where the vandalism is, shall we say, extreme.

However, I might say this, that the board of education is well aware of the problem, and they are now realizing a factual and realistic program.

Formerly they allowed 5 or 6 windows to remain broken until they replaced them. That, as I say, was an invitation to a boy to break another one. They are now replacing them the following day after a window is broken.

I think if the board of education would hire watchmen they would cut down not only window breaking, but burglary as well as arson.

Senator WILEY. Thank you very much, sir.

Our next witness is Mr. William H. Robinson, the State legislator, former director of the Youth Service Bureau.

I understand you will discuss the specific problem and make recommendations to correct these problems which lead to juvenile delinquency.

Good to see you, sir. Carry on.

## STATEMENT OF WILLIAM H. ROBINSON, ILLINOIS STATE LEGISLATOR

MR. ROBINSON. I am a social worker, a member of the State legislature, and superintendent of a Baptist Sunday school for 17 years in an area of high incidence of delinquency.

I am a member of the advisory board of the Illinois Youth Commission executive committee of the Chicago Federation of Settlements, and I work for the Chicago Church Federation social welfare department as a social worker.

Perhaps I should preface my remarks by warning that maybe I shall be more pointed than some of our previous witnesses, and that is because for more than 15 years I have been in the business of day-to-day talking and working with delinquents.

Adult offenders and youthful offenders, both, and I can make this statement.

Prevention of delinquency in this community must properly evaluate some factors of causation. These factors are related to the total community picture. High incidence of delinquency is accompanied by other problems; poor housing, low income, congestion, presence of vice and crime, limitations because of race, lack of faith and hope for tomorrow, and sort of a dead-end existence for people.

The treatment of delinquency must be accompanied by the treatment of all the social ills of which delinquency is a nasty and disturbing manifestation.

Reference has been made over and over again today for broken homes as the cause of delinquency. I agree, but there are two types of broken homes, the physically broken home from which one parent is missing, and then the psychologically broken home in which both parents are present, but there is a lack of warmth and love and care and security and affection that helps the child to grow up wholesomely and with a sense of maturity and security.

There are two types of delinquency. We have been talking about official delinquency, that we measure by the petitions in the courts, but my experience, of course, has been that for every act of official delinquency there are probably 2 or 3 other acts of unofficial delinquency, that the first offender usually is not a first offender, but it is the first time he has been caught, but the pattern has been developed.

In this community, if we are going to do anything to prevent delinquency, and here I would like to be specific, we must first do something about the situation in the schools, and here I especially refer to the area in which I live and know best, a highly congested area, small apartments, children with keys around their necks, working mothers, kitchenettes, overcrowding, the schools are overcrowded, double-shift schools and they are unable to meet the emotional and mental needs of the children.

Many of the teachers who come there feel that they have been banished to Siberia, and their hope is that they will serve their time and be transferred elsewhere, and then we have a large number of substitute teachers, teachers for the first time, with a lack of inspirational teachers for the children, and that means that the children have a sense of rejection.

Truancy occurs frequently. As a matter of fact, when we review the records of many cases of delinquency, we see a repetitive pattern—



truancy, difficulty at school, family quarrels, parental school, special school, St. Charles, Pontiac, Stateville, Mosely School. Mosely School is a breeding place of crime and delinquency. Boys who go to Mosely School become more mature delinquents and enter the route that leads to major delinquent activity. There are many dropouts in the school because of lack of inspiration, the lack of a sense of belonging. They have a feeling that they are moving toward a deadend, they have no inspiration to stay in school.

They drop from school, and there is a lack of employment opportunity, and here we find the intense gathering and formation of gangs and gang activities, many of whom prey upon school children, many of whom prey upon the community, and the meeting of the problem of delinquency in Chicago must include a program of doing something about gang activity, something that will perhaps be like the program in New York, the detached worker moving out to make contact with the gang itself and try to modify its behavior.

Another causation factor for delinquency is a lack of adequate community resources for recreation.

I will give one example, Ira B. Wells Extension low-cost housing project has recently been constructed. It is now being populated, and yet the greatest community center in the heart of that project has been closed, and the Chicago Housing Authority has not staffed that project with the kind of community services needed to care for the hundreds and thousands of children who now are coming into the new project.

Recently our community has lost two strong leaders, Harvey Kearns from Parkway House, and William Hammond from McKinley House, because the community did not support them. These men, for reasons of caring for their own families, found new employment, and thus two strong leaders in the light of the community have left.

In the third place, there is a decreasing respect for police in the community. Children and young people see the police not as their defenders, not as their friends, but as Cossacks to ride them down. They see them ride through in their squad cars. They do not see the human side of the police, and I go along with those who have said today that one of the solutions for the problem of delinquency is the policeman on the beat, that the boy sees, respects, and knows he is human, that he can take by the hand and feel a sense of warmth, a sense of belonging. I would recommend strongly that we return to the formation of boys' clubs in police stations and the active participation of juvenile police in working with the boys in the communities and developing a relationship that will give them a sense of appreciation of authority as there to help them and not to punish.

Mr. CHUMBRIS. You mentioned returning to police boys' clubs in police stations. Did you once have that here in Chicago?

Mr. ROBINSON. Yes. Once at Wabash Avenue, the old Pekin district under Captain Scott, the upstairs of the police station was utilized for a boys' club, with organized softball teams, touch football, and they felt that the policemen were their helpers and their friends.

And during that period, the boys felt that they could go to this club and be at a place that had a homelike atmosphere for them.

Mr. CHUMBRIS. There are many cities in the country that do have boys' clubs sponsored by the police department.

MR. ROBINSON. Yes, especially in Washington, D. C., and New York, and I think it would be helpful—I think it would be a helpful instrument in helping the problem here in Chicago.

SENATOR WILEY. Have you made those recommendations to anyone in Chicago?

MR. ROBINSON. We have been making these recommendations as long as I can remember working with delinquency, but they have been made, but little has been done about it.

I would like to pay tribute here—I said I was superintendent of a Sunday school for 17 years, and still am. I would like to pay tribute here to the humble people, unprofessional, untrained, but interested in children who, week after week, and Sunday after Sunday, go to church, and teach groups of children. They don't have a formal education but they make up for it in their zeal, in their warmth, and in their relationship, and I would recommend that one way to prevent delinquency in this city is a crusade—this may seem old fashion—but I believe it is sound—a crusade to bring more children into the Sunday school, into the fellowships in the churches, into youth groups, under Christian experience and Christian supervision, for I think that delinquency is a corrosion of the morality and irreligiosity and which delinquency is but symptomatic, and here in Chicago I believe this can be done.

I would like to go back to one other thing. In appropriating the money to help the States, one project I think might well be that in the teachers' training colleges, money should be appropriated for scholarships to help teachers to get more of the social sciences, more of the human relation sciences, so that when they go into the community they have some sense of the cultural factors involved, some sense of the goals of the people, their background, their history, their story, so that when they teach, they teach the problems of the people and thus the teachers, in giving their hours, it becomes a force of integration and instruction and information, and the relating of the cultural factors of the people to the ongoing program of instruction.

The kind of enrichment will give to young people a sense of belonging, and a sense of destiny, that they are part of our society and not moving toward a dead end.

MAY I conclude by saying this. We have noted recently the phenomenon of roving gangs of young people engaging in activities; to me, it seems a protest of these young people against being left out of the main activities of our society.

We need, it seems to me, to create great service projects to engage their energies, their capacities, their abilities, the skill of youth so that they feel that they are doing a job, giving them a sense of achievement, and giving them a sense of accomplishment—that they are not outcasts, but have a role to play that gives them a sense of importance, a sense of personal worth, and a sense of personal dignity. In achieving this, I believe we will ameliorate many of the things that are happening to create our juvenile delinquents.

SENATOR WILEY. Thank you very much, sir. You have given us a lot of food for thought here and we trust that folks here in Chicago will not only this time listen, but act. You probably have one solution to this one sore spot.

SENATOR KEFAUVER?

Chairman KEFAUVER. I just wanted to tell Mr. Robinson I was out at the State legislature. Are you a member of the State legislature now?

Mr. ROBINSON. Yes; I am.

Chairman KEFAUVER. Well, I can see how you got to be a member of the State legislature, and I want to say that I respect people for sending you to the State legislature, and I am sure you have done good work there. I hope that you will continue with your good work in this field, and I know you are making a notable contribution. You have been a Baptist Sunday school leader for a long time, and I am glad to run across a fellow Baptist here in Chicago.

Senator WILEY. Thank you very much, sir.

We are now going to be privileged to hear Mr. Tom Farrell, principal of the Arnold Elementary School.

He will discuss the role of the school in a program of combating juvenile delinquency.

Where did you get the name Arnold School?

#### STATEMENT OF TOM FARRELL, PRINCIPAL, ARNOLD ELEMENTARY SCHOOL, CHICAGO, ILL.

Mr. FARRELL. It isn't Benedict. It is Isaac. I have people asking me that frequently, and then they want to know who Isaac Arnold was. He was a businessman, a contemporary of Abraham Lincoln, an attorney in Chicago at the time that Lincoln was moving in and around the State of Illinois prior to going to Presidency.

Senator WILEY. The reason I asked, I didn't know if it was named after Arnold at Rugby. He was one of the great teachers of England. They said it was his teaching, as I stated heretofore, in Rugby that changed the course of teaching in the course of British history. If one man can be credited for that, just think of the possibilities here as outlined by the last speaker, and he was full of dynamite in relation to that problem.

Now, let's hear what you have to say.

Mr. FARRELL. I was very much impressed with the previous speaker—

Chairman KEFAUVER. Before Mr. Farrell starts, he has an interesting background, I understand. He looks like he has been a football player, or a professional boxer. He is about 6 foot 4 inches tall and weighs about 275 pounds. People here know Mr. Farrell, but throughout the country they may not know him quite as well, and I wonder if he would give us part of his background.

Senator WILEY. I think he eats Wisconsin cheese and drinks Wisconsin milk.

Mr. FARRELL. I didn't know we were having an extension of What's My Line?

Senator Wiley, Senator Kefauver, and members of the staff, I was born in Chicago. I attended the Chicago public schools and graduated from Tilden Tech; I went out of Chicago Teachers College, became a teacher for a year; I went to the University of Wisconsin, Senator Wiley, for about a year and then came back and attended De Paul and obtained two degrees, a bachelor's and master's, and did postgraduate work at Northwestern University.

I have been employed by the board of education since 1926, doing administrative work since 1939. I spent 3½ years in the Navy as an officer and about 20 years ago worked for a boys' club in the heart of Chicago's dismal West Side.

I have a couple of parts to my program and, with time being what it is, I will try to step along rather quickly. I want to talk about the school and its responsibility for delinquency, and I also have here a plan for Chicago.

It is called A Plan of Action for Chicago To Improve Control of Delinquency. I will talk about that after I complete my discussion on the schools.

It is rather significant that I am the last speaker because what I am going to say first will practically throw out most of what everybody else has been saying today.

We have an open season on parents. There is much discussion about parents, making them the scapegoats of this era which leads us to nothing very instructive.

I think we should ask ourselves: Which parents do we mean? All parents? Some parents? And who shall judge and punish these parents?

I am going to suggest that we look away from the panaceas and fads and sure-fire solutions and examine the schools and before that I would like to discuss, as I say, the panaceas that we can do without.

I would suggest that we need no more study groups, seminars, panel discussions, committees, conferences, or mass meetings to talk about crime.

They produce much conversation and little action. They are too far away from the persons who are involved. They are too impersonal. Youth mass meetings and codes-of-conduct conventions will bring us no direct results. Such activities, while well meaning, just do not reach the youngsters who are in these difficulties.

The offenders do not attend the codes-of-conduct meetings. By the time they get to that point they are in the upper grades of high school, usually, and the offender has dropped out. It is a mistake to put the not-so-good children and separate them publicly and in the press before the eyes of the good children because the not-so-good children become somewhat resentful of these so-called better kids.

I am going to have to qualify this, and I will read it first:

Highly publicized top-level meetings and inquiries by public officials and leaders in this field which are held in an atmosphere of popping flashbulbs and press releases are among the most futile of our efforts. Such are good for the man on top but it does little for junior.

I would like to point out that when I refer to inquiries, I am referring to the inquiries that take place after the horse has been stolen.

This reference by civic leaders and public officials to go into why this happened out in this particular community is not the legitimate legislative inquiry, Senator. New laws, stricter enforcement of existing statutes, drastic measures are constantly advocated. Despite the addition of laws, despite this emphasis on enforcement and prosecution we have crime and criminals in the same proportion we have always had them.

Surely it is necessary to have new laws and to enforce them and to prosecute but they are not a solution in reduction, just in containment.

Published accounts of the increase in delinquency and noble experiments which allegedly indicate how a father can be a pal, and other literary perorations which are read assiduously by our better people are information but hardly productive.

Some readers come to believe that enlightenment will ultimately prevail. Perhaps it is difficult for the good folks to understand that their not-so-good neighbors are seldom reached by the printed word unless it is on a bottle or on a carton.

The scholarly among us are inclined to study the causation of delinquency. They urge better understanding of the child, his environment, and the forces that cause him to go astray.

It is action now that is needed, not reflection. Regrettably, those who are charged with administration rarely read of the fine work that has been done in the study of delinquency. Each specialist group seems to have its own brand of blindness.

The scholar too often fails to see that perusal will not prevent, research will not restrain, and study will not stop. "Why I Done It" articles as told to the reporter by Junior is a currently popular method of describing the tragedy of misguided youth.

Some are entertaining, but few enlightening.

First, Junior does not know why he did it, and if he did know he wouldn't tell us anyway.

The recreationists and others with sincere intentions believe that care and recreation can be extended until all youth will have a sufficient divergence to lead them from the paths of waywardness.

These advocates of strong bodies and wholesome pursuits fall heir to the myth that where we do have widespread activities, that somehow all youngsters will be gathered up in this beneficent net.

This has not proved to be the case where we have instituted it. What do we find when we have play facilities in ample quantity? The adjusted child joins and participates wholeheartedly in cooperative and competitive activity, but the misfit is a peripheral participant in the activity and is not participating actively; he does not join into it, if he joins at all.

Parks, playgrounds, schools, recreation programs, children's organizations, and off-the-street clubs seem like plausible answers to our prayers; until we find all the facilities we have established in certain locations thus far our statistics remain substantially unchanged.

It becomes increasingly disconcerting when we learn some of our real hotbeds of trouble are to be found in and near our play facilities, and I am sure our reporters know that, and any newspaperman knows that notorious gangsters, being gentlemen of sporting instinct, often sponsor teams in their names with no morality attached.

There is a clamor for better institutions and governmental commissions. These suggestions usually come from other experts and specialists who are representing institutions, public and private, that come to conventions or meetings where they are going to put an end to this problem.

The plea is usually for more money, more facilities, and more public enlightenment. This is all right if the proponents of the idea do not pretend these will reduce delinquency, but just hold the line.

These suggestions take on a comic note, until we hear such wisecracks as, "An expert is a fellow from out of town," "A specialist is one who knows a lot about a little and very little about a lot," and "An authority has read somebody else's books."

A return to religion is advocated by many. Those who describe the strength and inner satisfactions which come from the comfort of religion claim if we were to have a reaffirmation of faith by those who drifted away, that crime would surely abate.

As true as this may be, how do we get around the big "if"? So it goes. We endlessly advocate new measures and harp on the old ones.

The deficient homes are still with us, and the parade of future criminals appears before judicial bodies without end.

I will now take up the question of the home, the deficient home. It is true that all homes have delinquents. However, most of them have fallen down in one way or another, and it is true that all children who become delinquent do not come from deficient homes, but most of them do.

It is these parents in particular who brought down the denunciation on parents in general, but they are not necessarily disinterested, nor are they vicious. Many are just unable to understand the early manifestations and maladjustments that are indicative of personal and family disaster.

These parents of deficient homes—and I have heard a lot said about parents today—from which our deviates come may be grouped in three classes, and I have met them all. They are the incompetent parents, and the selfish parents. The initial include those parents who are mentally subnormal, and 1 out of 6 in your population is subnormal. The emotionally immature, the mentally disturbed, the unassimilated foreign which we have in our large cities, and the unurbanized rural parents which we have, particularly in our northern cities.

The overburdened are those who are economically distressed or those who must carry on alone where two should be sharing the responsibility of homemaking.

The selfish parents who are more difficult to deal with have among them the indifferent, the shortsighted, the greedy, and the ignorant.

It is easy to have children, but it is difficult to be a parent. Size of family, of course, is no handicap when parents are competent and interested, but many adults who are not qualified for home leadership, not only have children, but often have large broods of them.

Of what use is it to denounce the irresponsible parents who are not capable nor concerned in coping with their children's problems? It is foolish to waste effort publicly insisting that the home meet its responsibilities when these homes just do not know how much trouble they are facing.

Now perhaps they can point an accusing finger at the police and the courts. Yet how can they when we find that the average child who comes before them has had an average of 2 years of unapprehended delinquency, that that is statistically correct, and about 3 to 7 years of incipient delinquent tendencies? It becomes obvious that the policeman, the probation officer, and the judge cannot be charged with what

Junior has become when he comes before them for the first time because they simply didn't see Junior coming.

Just as we have always recognized that each criminal, lunatic, and social misfit has had somewhere, sometime, a parent, a mother, we must also bear in mind that each has been a little child in some teacher's classroom.

What happened to that little fellow to cause him so much trouble? How did he fare in school? And what forces destroyed him?

Our figures show that most youngsters who become social misfits have been unsuccessful and correspondingly dissatisfied with school. They may have left before finishing high school. Their excuses for departing are varied, but behind these ostensible reasons we find a spotty record of scholarship and attendance.

The following typical individual history is not new to us. We have either experienced it personally or observed it as fellow students of the victim. All who ever suffered through it have not become delinquent, but most who have become deviates mentally or socially have had to endure it.

Junior, who sits in the last row toward the rear—and there are several like him in every typical classroom—gets a bad start in the early grades. As he moves from grade to grade, learning haltingly, if at all, his only achievement is an accumulated deficiency in learning which affords him little chance for successful participation in his classes. He is denied thereby the personal and social satisfactions he needs and craves so much.

He is alternately ignored, berated, cajoled, and pitied by family and school, but mostly he is neglected. As he fails to adjust he has forced upon him an awareness that he is different, he is somewhat of a person apart.

He then reacts usually one way or another. He often takes on an overt, aggressive behavior when young, but as he gets a little older and wiser, he withdraws into his shell, for he has learned along the way that it doesn't pay to fight back, and he waits restively until compulsory education runs its course.

We, in the schools, find him somewhat more acceptable in the latter stage because he isn't so much a bother to us any more.

Nonetheless, the turmoil is still within him. He is moved from grade to grade like a chessman until he has graduated from elementary school, and he now enters high school with a renewed hope which is soon extinguished because this larger, less personal institution, makes it possible for Junior with his deficient training to get lost. Soon, he is old enough to quit and quit he does, for he has been in a race he cannot win, a contest he has not enjoyed.

His second big hope comes when he goes out in the world to earn his living. Now he is going to have a new-found status. He is going to earn money to buy some of the things he has yearned for, but, unfortunately, he is not a good employment risk. He lacks curiosity and spirit. We destroyed them. He lacks skills and knowledge. We failed to provide them. He has undeveloped work habits and poor personal qualities because he was not required to cultivate them. He becomes a marginal worker who is unemployed too much of the time. Junior has no future, but only his employer knows it. Youth-

ful wants, personal energy, and idleness now form the conspiracy to make the criminal. Junior has time on his hands, and he longs for things he cannot get legitimately. He is now ready to take them by illegal means, if he has not done that long ago.

Can we blame him? It is very easy. Should we blame him? Perhaps, but what will it accomplish. Could he have been saved? Nearly 30 years of work with our Juniors by this speaker say "Yes." Would it have been costly? It would have been far less costly to help him than it would be to pursue, apprehend, place on trial, and imprison him.

It would have been more humane and productive to retrain him, to give him a chance for self-respect, to afford him a place among his peers.

A delinquent career can be seen by trained observers as it develops. Any program for successful prevention must maintain continuous contact with the child, from the onset of delinquent tendencies and antisocial behavior, clear through the period of adolescence.

Now, there are only two social institutions in our society that have such a continuing contact: the home and the school. If the home, through its incompetency, through its indifference, cannot or will not do the job, then the school must.

I have a long list of the defections of the schools. It is late. I am not sure that you would be interested in listening to this listing.

Senator WILEY. You can put them in evidence, sir.

Mr. FARRELL. I have this thought that I would like to reiterate. There are only two social institutions that have such continuing contact, the home and the school. If the home can't or won't, then the school must. Now, if I may just take a few moments, the Honorable Archibald Carey made reference to our school, the Arnold School a little earlier in the day. We have some rather favorable publicity for a little project that we had out there at the Arnold School. It was carried in the Sun Times, and in the American in May, and in each case editorialized. It involved the reduction of window breakage, and I would like to just speak for a moment on the window breakage because while the window breakage itself is not anything that affects the child immediately or directly, it has a very, very definite influence on his personality and character, and on those who are his associates.

Chicago spends not \$250,000 a year as was stated here before, for glass breakage; they set up \$400,000 a year, and out of that some little money goes to the replacement of sash. Eighty schools are responsible for half of the breakage in Chicago. Those 80 schools are responsible for at least \$150,000 worth of damage. They are in areas that have rubble, rocks, stones, and other objects that can be used to be thrown through the school buildings.

All that we did at the Arnold School was very, very simple. We just picked up the stones and put them where Junior couldn't find them, and he is too indifferent usually to walk 2 blocks to find a stone and walk back to throw it through a school building.

I have now a plan that I mentioned before—

Chairman KEFAUVER. I think we ought to permit these editorials to go into the record. I have read them.



(The documents referred to above were marked "Exhibit No. 8," and are as follows:)

[From the Chicago, (Ill.) Sun-Times, May 8, 1955]

#### PRINCIPAL'S FORMULA REDUCES WINDOW SMASHING AT SCHOOL

Window smashing at the Isaac Arnold Elementary School in the heart of the 43d ward has been cut two-thirds by the formula "Praise the Lord and steal the ammunition."

Principal Thomas J. Farrell put the formula into effect when he took over the gas-light era building with its big-target window panes in 1953.

He organized teams of upper-class boys to pick the stones, bottles, bricks, concrete chips, and other missile-type debris which littered the streets, alleys, sidewalks, parkway strips around the school, and the Bauler playlot across the street.

#### DOUBLE MOTIVE

"When you remove this debris," said Farrell, "you not only remove temptation, but you take away the ammunition."

The results have been spectacular. Window breakage dropped from 235 panes in the 1952-53 school year to 74 in 1953-54.

In the first 8 months of the 1954-55 school year, 32 windows at the school were broken by direct hits. Some of the missiles escaped Farrell's dragnet.

"We have noted a phenomenon we call creeping stones," Farrell explained.

"These stones, abetted by the feet of small boys, creep into the area of the school after we have cleaned up, as though to fill a vacuum.

"We try to be vigilant about this. But on occasion the creeping stones get ahead of us."

In contrast to Farrell's two-thirds reduction in window breakage at Arnold, the school system as a whole reported an increase in broken panes from 43,832 in 1952 to 50,915 in 1954.

Most of these were broken by rock throwing and comprised the bulk of a \$336,-156 glass replacement and window repair bill the board of education paid last year.

Farrell has organized cleanup squads of 28 boys in the 6th, 7th, and 8th grades. Equipped with identification belts and buckets, they scour the area around the school for debris and dump their filled buckets into big ashcans inside the boiler-room.

#### PICK UP 7,000 PIECES

"The first time out," said Farrell, "our SB and SA boys collected 7,000 pieces of debris in two 45-minute periods."

Farrell's clean-up squad is directed by 23-year-old Oriano Nomellini, the 7A teacher, who bears the title of coordinator of antivandalism activities.

On a fine afternoon, Nomellini can be observed supervising the ammunition detail as it scours the neighborhood and deposits the missiles in the boilerroom ammunition dump.

"We've gotten some fine cooperation from Harry Bauler, the ward superintendent," said Farrell. "He has made it a special project to have trucks here to haul the debris away."

Harry Bauler is the son of Alderman Matthias (Paddy) Bauler (43d), for whom the playlot across the street is named.

#### NEIGHBORHOOD DELIGHTED

"We cleared the playlot first," said Farrell. "Then we cleared the streets and alley entrances. The whole neighborhood was delighted."

Farrell's theory is that most window breakage at the school is casual and compulsive.

The youngster walking or playing near the school sees a stone. The school provides him with a target. It's sometimes irresistible, says Farrell.

"You can't remove the target, but you can remove the missile," Farrell observed. "It worked better than we hoped."

## SUFFER A SETBACK

The relationship between the missiles and the target was demonstrated during the spring vacation when the city dumped some sand and gravel under the playlot basketball hoop.

"There were stones in the sand," said Farrell sorrowfully. "We lost five window panes, a terrible setback. But we've cleared the stones now."

In conformity with the board of education's drive to develop understanding and appreciation of public property in the youth, Farrell has designated the ammunition-removal periods as practical civics.

"We call it citizen training in our antivandalism program," he said. "It has produced results."

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[From the Chicago Sun-Times, May 5, 1955]

## HOW ONE TEACHER SOLVED A PROBLEM

The story about window smashing at the Isaac Arnold elementary school, which appears on another page of today's paper, showed up in a carbon copy on our desk last week. On it was a note from Karin Walsh, our city editor.

"This shows there's a solution to every problem if you try to find it," he wrote.

The problem at Isaac Arnold elementary school was one that is universal: Window smashing by thoughtless schoolchildren.

Principal Thomas J. Farrell came up with an astoundingly simple solution: Remove the ammunition. He organized teams of boys to pick up stones and debris around the school.

Many times the solution to a difficult problem is right under our noses, but it isn't easily seen because the problem itself hasn't been properly analyzed.

Principal Farrell analyzed his problem first. Kids are not necessarily malicious or destructive by nature. They're impulsive and thoughtless at times. A stone in the street and a window of a school make an irresistible temptation. Farrell removed the stone and with it the problem.

We hope other school principals will take a leaf from Farrell's notebook. How many other problems concerning children or teen-agers could be solved if we removed their temptations, some of which are of our own adult making?

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[From the Chicago (Ill.) American, May 9, 1955]

## HOW SCHOOL VANDALISM WAS CUT 80 PERCENT

(By Gladys Erickson)

Window breakage at a near North Side public school has been reduced almost 80 percent in the past 2-year period. How?

Thomas Farrell, principal of Arnold Elementary, 718 Armitage Avenue, offers a simple and inexpensive solution:

"Appoint an antivandalism squad of boys to pick up the stones, odd pieces of concrete, tile, or rocks which accumulate around a school, alley, in the streets and recreational areas.

"Store them in barrels in the school basement and dispose of them in the usual garbage or junk collections."

## BREAKAGE WAY DOWN

Farrell's records reveal that the school had 235 broken panes in the 1952-53 school year.

Since the 28-student squad assumed responsibility for clearing all such ammunition from the grounds and adjacent areas, window breakage for the 1953-54 school year has dropped to 74 broken panes.

The school is on its way to establishing a new record, Farrell says, as there are 10 fewer panes broken than in the corresponding month last year. He said: "We're trying to make an 80-percent reduction by June."

Farrell praised school engineer custodians for cooperating. Edward Spengler, present custodian, agrees with Farrell that:

"Sticks and stones are a temptation to kids. When they see this kind of ammunition lying around they frequently can't resist the temptation to hurl a

rock at an attractive window. Vandalism is seldom premeditated. It generally results from another kid's dare."

Farrell thinks it might be a good idea for the board of education to hire a general employee to direct cleanup activities in all school areas where vandalism adds up to a \$500,000 a year bill for taxpayers.

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[Editorial from the Chicago (Ill.) American, May 14, 1955]

#### A SIMPLE ANSWER

Sometimes the simplest answer is the best one. While psychologists were digging into their scientific textbooks looking for a solution of the problem of window breaking in schoolhouses, Principal Thomas Farrell of Arnold Elementary School appointed 28 boys to pick up stones, pieces of brick and other handily throwable things in the schoolyard and in the streets and alleys nearby. This is done regularly.

Result: a reduction in the number of windows broken in the school from 235 panes in 1952-53 to 74 in 1953-54.

Of course this plan won't prevent the wrecking of schoolhouses by young criminals whose purpose is destruction on an important scale, but it does stop most of the idle stone tossers. We think the idea should be tried in all the public schools.

Chairman KEFAUVER. I think they would be very useful.

Senator WILEY. All right, so ordered.

Mr. FARRELL. To improve control of juvenile delinquency, and I don't hold much hope for this proposal that I am suggesting because, unfortunately, it does not involve the expenditure of any public funds—it requires no legislation and will add no personnel to the personnel that are already working so for that reason I don't know that it would be accepted with any amount of enthusiasm, but I would like to present it here. It is a relocation of personnel in a simple easy plan for improving the efficiency in local government inter-relations, in handling predelinquents and the delinquent youths in this city.

Now, we had a lot of talk about getting together, and we talk about the community getting together. I don't know what the community is going to do, but apparently it is going to do something. Now, this is a proposal wherein the employees who walk the streets everyday, working with children, will get together, not the top officials, but the truant officers and other people like them.

It will make possible a more unified action by all personnel employed by city, county, schools, and State who deal with juvenile delinquency.

It is a practical device to make it possible for juvenile officers, policemen, truant officers, probation officers, school inspectors, and attorneys for the local communities to share the same buildings under the same common territory, and corroborate on the same cases and have access to the same essential data and make impossible that a truant officer will have a district here, a probation officer will have a district there, and a juvenile officer will have one there, and they are overlapping; they don't know who the other fellow is, and yet in the records they find they are handling the same case.

The following are a few of the results which will result by handling delinquency this way: The name of the defendant and process will be checked by each team, if previously handled, or how often they have been handled.

Communication between each organization located at the youth center will be simple, direct, and fast. Juveniles will not have to be taken to the juvenile court or to the juvenile home on minor matters.

There will be less need to take youngsters to the police station; preliminary hearings can be held in the youth centers; schools can channel their problems through youth centers with more dispatch.

A workable central direction force, reducing paperwork, can be established. Data may be shared. The present haphazard overlapping of school, court, and police districts will be reduced to a few which will be the same for each zone or division.

Supervision and management of youth work personnel will be simpler and more efficient. Investigations will be easier and made more quickly. Investigation in many cases can be made then by 1 person instead of 3 or 4, as we now have been doing.

It will eliminate much duplication of effort and reduce confusion in the minds of offenders and families. Personnel from each local government unit could work together easily. It would merely be a matter of stepping into the next office instead of traveling long distances across Chicago to get together.

Much costly, lengthy correspondence would be eliminated. Staffing of cases could be effected easier under this plan. It would be impracticable under present arrangements but under this, two or more plans of action under which all persons could agree upon, would be easy. Staff personnel and field personnel could be distributed more efficiently where need is greatest under more centralized organization.

Emergency teams of representatives of each body could concentrate on trouble spots and I think that is very important currently when we are having these difficulties, or could work in unison to clean up bad conditions conducive to crime and delinquency, and at the end of the day's work meet in the same place and talk it over.

Employment certificates or vocational placements can be handled in these centers, particularly of youth dropping out of schools or who need jobs to keep them out of trouble.

It would make it possible for the enforcement workers to keep close contact with youth to make sure they are employed. No additional funds, personnel, or legislation will be needed. The plan only requires the administrative decision of the leaders of the city, county, schools, and State to permit the transfer of their respective personnel and office equipment to the youth centers, the youth centers to be located in from 4 to 6 zones which can be housed in schools or police stations if needed.

Some schools are in areas in which they are no longer of any use as school buildings. Each local governmental group in the youth centers would remain autonomous; each individual one would have its own office and have its own personnel and bring in its own supplies and equipment.

A special youth-control executive board would be convened only to effect these rearrangements, and would serve no other function.

Now, I think you have copies of this, Senator, and I just wanted to put it in the record, because I think it is a practical way, without the expenditure of money, for the people who actually have to handle these children to get together and work as a team on them, instead of now going separate ways.

I would like you to visualize, just for 1 second, a truant officer walking down Burling Street, which is adjacent to our school, at 1 o'clock in the afternoon; 15 minutes later the juvenile officer goes down the same street, and a half hour later we get a juvenile probation officer doing the same thing.

The left hand does not know what the right hand is doing. Yet we want to know what we can do about getting together. I believe this is a practical plan.

Senator WILEY. Thank you very much. Senator Kefauver, do you have any questions?

Chairman KEFAUVER. I want to say I think that Mr. Farrell has performed a real service here in pointing out the weaknesses of some proposals.

After all, what we are trying to formulate is public opinion and the formulation of public opinion should be by discussion and dissection of ideas and proposals.

I think you have been of great value to the community, and to our hearing. I have been personally fascinated with this project that you are advocating of picking up stones and placing them in the basements.

Senator WILEY. He threw a few at us, too.

Mr. FARRELL. I got out of that, Senator. I explained that it wasn't that type of inquiry.

Chairman KEFAUVER. That did not apply to legitimate congressional inquiries.

Mr. FARRELL. Thank you very much.

Senator WILEY. Thank you, sir.

Now we should really recess, but there are some people here who have written statements that they want to place in the record, and I suggested that they do so.

I have been informed by Senator Kefauver that there is a Mrs. Sachs who would like to have a few moments. Will you come forward, please?

Mrs. Sachs, if you will take the stand, please. In the meanwhile, is there anyone here who has any statements they want made a part of the record? If so I suggest you gather them and get ready to present them here today.

Carry on.

#### STATEMENT OF MRS. PHILIP SACHS, JEWISH BIG SISTERS ASSOCIATION

Mrs. SACHS. Senator Wiley and Senator Kefauver, for the purpose of the record, I earlier approached Senator Kefauver to pose the question as to whether any lay persons who had been extensively interested over a period of years were to be called in this committee hearing.

The public interest of lay workers in this problem, I believe, is extremely important to be elicited.

Before I proceed further, I want to say that on the spot Senator Kefauver asked me what my status was, and I stated that I had 40 years of service in the field of delinquency prevention, and an interest in youth, that that was my status. He said, "You will testify."

Recognizing that that was a demand, he suggested I make a few notes and I did.

I want to say that the information and problem as discussed particularly by the two previous speakers shows a very comprehensive grasp to me, who has been a student of this problem for the years mentioned.

I want to extemporaneously suggest to this committee that if there is Federal money to be made available, the schools do represent the broadest medium of approach to make available to the largest number of children such facilities as said money may provide.

In line with Senator Kefauver's suggestion, I made a couple of notes while I was trying very hard to concentrate.

To begin with, I believe that the general disrespect for law and order exhibited by the youth today is largely an aping of the adult pattern which is current.

We have to do some cleaning of the houses at the top before you can have the best example to follow.

In the field of emphasis on prevention, I firmly believe that teacher-training institutes to help teachers recognize behavior manifestations in children in the early stages, showing lack of adjustment or maladjustment, will be of tremendous help to teachers who have not been exposed to such training, and as was suggested by one of the earlier speakers, and perhaps more than one, the institution of such special emphasis in the normal schools in the current curriculum is of tremendous importance.

Early help provided to parents of children who show behavior manifestations in their acting-out behavior in schools and the children themselves is indicated probably through services provided by child-guidance centers set up in the schools under the State or Federal subsidies which may be operated by the Institute for Juvenile Research in an active-treatment program or by the school system itself.

Adopt education courses for parent in guidance for the children. A rapid implementation of the lighted schoolhouse bill to open up the vast facilities of recreation which the schools may afford masses of children who lack these facilities.

The policeman on the beat, as a social influence, and to give him training in juvenile approaches.

It has been emphasized here this afternoon substantially, and as a lay representative, I feel the great need of the return of that figure in a friendly capacity to prove to the child that law and order is concerned with him and is a friendly influence in his life, not just the authoritative, disciplinary force in itself.

More, the utilization of more trained selected laymen which can be brought into this picture by the cooperation of social agencies and schools who will utilize laymen through adequate training and selection as has been demonstrated through their work in supplying the need of children who show great lacks in their personal lives in being socially accepted and who also are sadly deprived children who don't have the wholesome outlets and the simple wholesome satisfaction as provided through recreation that parents who have adequate means may provide.

And, here, I want to specifically stress the children who come under Federal grants-in-aid. We know, we have handled many of these children, and are meeting these unmet needs.

The use of cyclorama groups under school auspices of the public health department, psychiatrically directed in a child guidance program, or itself as a quick means of offering more widespread handling of behavior problems, wherein the youngster will not feel segregated, and others having commonly shared problems are also being given help.

This may evoke greater cooperation on the part of youth to seek such help without feeling a sense of stigma in so doing. The more widespread availability of what we used to call the visiting teacher, who, when junior isn't participating, or is acting up, goes to the home in a friendly capacity—we now term that person the school social worker. We need that service in every school regardless of the area.

There is much more that I could say, but I think these are sufficient suggestions from the extemporaneous level.

Senator WILEY. Thank you. It seems to me you have given a pretty good résumé in a brief way of the hearings we have had today. I am sure that there is no question but what, after listening to this testimony, that we recognize there is a problem, a challenging problem.

Secondly, we recognize that that problem is to be faced by every citizen, by every agency, and by the State and the Nation, that it is so serious, it goes to the very question of the continuity of the Nation itself.

Now, I have been informed by the chairman that the meeting will stand adjourned until 9:30 tomorrow morning.

Mrs. SACHS. Senator Wiley, may I add one word. In behalf of the program, on which I served for 14 years, the division for youth and community service, as a member of that advisory board and its last secretary before it transferred to the current youth commission, that I do consider the State youth conferences that carries these messages out to the grassroots—it gives opportunity for lay committees, professional personnel of State, local, and private agencies to get together and exchange views that are of great value, and we in Illinois have brought very significant figures in the field of social work, in medical health, psychiatry and welfare to that platform. We consider it as rendering a significant service to the State.

Thank you.

Chairman KEFAUVER. I want to join in thanking Mrs. Sachs for her testimony.

We will include a statement of Mrs. Sally McMahon, representing the Chicago Federation of Settlements and Neighborhood Centers.

(The statement reads as follows:)

**STATEMENT OF MRS. SALLY MCMAHON, CHAIRMAN, SOCIAL EDUCATION AND ACTION COMMITTEE FOR THE CHICAGO FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS**

Senator Kefauver and members of the committee, the Chicago Federation of Settlements and Neighborhood Centers join with all other civic and welfare organizations in the city of Chicago in expressing appreciation for these public hearings on the most crucial problem facing our community and our country at this time.

The boards and staffs of the settlement houses and neighborhood centers of Chicago are concerned about the problem of antisocial and delinquent behavior on the part of a small percentage of our youth because we know it reflects their insecurity, their inability to feel personally identified with responsible adults with whom they must share the responsibilities of citizenship and leadership.

The current wave of delinquency on the part of teen-agers, unless understood and brought under control, will undermine the moral fiber of our democratic society, for it will destroy our citizen initiative and our common concerns for our fellow man.

Historically and traditionally, settlement houses and neighborhood centers here in Chicago and in cities and towns throughout this land, have been closely identified with families in the deprived areas of urban communities—neighborhoods with few resources and in most instances with high delinquency rates. Our staffs have for years been concerned with the inevitable correlation between overcrowded, indecent housing; inadequate, understaffed, public schools; the unstable economic security of the families living around our doors; and indigency, chronic disease, and delinquency. Our work with these families has been a demonstration of a comprehensive approach toward the solution of problems which undermine the self-sufficiency and self-respect of thousands upon thousands of families. We have pioneered in the development of a specialized neighborhood approach in understanding the casual factors in individual and family breakdown and in drawing together all the constructive forces in neighborhood life to cope with it.

Our professional staff members work with individuals in small groups where the focus is on interpersonal relationships which help children and teen-agers and adults to increase their capacities for leadership and for responsibility, at the same time gaining self-knowledge and confidence. We draw the parents of these families into classes and discussion groups about child behavior and development. This professional focus enables us to develop a preventive to delinquent behavior in individuals and a bulwark for democracy in many hundreds of neighborhoods in our country.

We work with the churches, the schools, the police, the courts, and other health and welfare agencies in an effort to bring all the community's resources to our neighbors. We encourage and help to develop citizen leadership and participation. We utilize the interests and skills of volunteer workers in order to increase knowledge and concern of more people of the cultural factors as related to problems and potentialities of neighborhood life in the urban community. We believe that this way of work is therapeutic for it develops initiative and at the same time fosters a spirit of cooperation.

Based on long years of experience in neighborhood work, the Chicago Federation of Settlements and Neighborhood Centers wishes to submit these recommendations to the committee:

1. That the Division of Juvenile Delinquency in the Children's Bureau be strengthened in order for it to expand its work in helping the States and communities improve their services and facilities for dealing with the problem of treatment of juvenile delinquency.

2. That Federal funds be made available to the States through proper channels and that legislation be enacted to help them reach the following objectives:

- (a) Special juvenile divisions within city police departments, with officers trained to work with juveniles for every 20,000 of the population.

- (b) Every juvenile court in the country standardized to meet the requirements recommended jointly by the National Probation and Parole Association, the National Council of Juvenile Court Judges and the Children's Bureau, including adequate detention facilities and services.

- (c) All courts staffed with qualified probation workers trained in social services.

- (d) Provision for expert physical and psychological examinations for every child in serious trouble, to help courts in deciding what kind of care and treatment he needs.

- (e) Improvement of all training school facilities for juveniles, with at least one specialized school for emotionally disturbed youngsters in every State.

- (f) Development of well-established mechanism through which public welfare, health, mental health, employment, police, courts, training schools, public schools, and private agencies serving youth can pool knowledge about individual delinquents and about neighborhood needs and resources, in treatment and prevention of juvenile delinquency.

3. That special funds be allocated to colleges and universities for increasing facilities and teaching resources in the social services and allied fields and for scholarships to young people who wish to enter the fields of social work, probation, and parole, to work in programs for the control and treatment of juvenile delinquency.



4. That the Congress provide adequate funds to be administered through the States to the local communities to improve and expand the public school system in the United States, in view of the shortage of adequate school buildings and trained teachers and the sharp increase in the child population. The goals should include:

(a) Increasing facilities, staff and research programs to effectively educate physically, mentally, and emotionally handicapped children.

(b) Inclusion of children of all migratory families in the educational system where they are located.

(c) Development of curriculum in all high schools to include well supervised work-study programs in cooperation with business and industry, to include vocational counseling and guidance.

(d) Expansion of school recreational and camping programs in after-school scheduling of school facilities and personnel.

(e) Inclusion in adult education curriculum of courses in homemaking, child psychology and family-life education.

(f) Expansion of the school lunch programs through the distribution of Government-owned surplus foods.

5. That within the grants-in-aids program, the aid-to-dependant-children allocations from the Federal Government be increased to raise the level of economic security of families dependent on this source of income and that mothers of these children be helped to stay at home with their children.

6. That the Congress provide legislation for a long-range and comprehensive urban renewal and housing program in order to eliminate the blighted areas and to rehabilitate the increasing numbers of deteriorating neighborhoods in all communities of our country, through participation by the Federal, the State and the local governments.

We believe that this, our country, so great, so rich, so creatively productive, can find the techniques and methods necessary to make all our communities and neighborhoods fit places for our children to live, with the essential factors for good family life surrounding them. The joining of all our citizen efforts in this great task will result in the control and eventually the eradication of juvenile delinquency as a menace to our democracy.

Senator WILEY. The meeting stands adjourned.

(Whereupon, at 5:25 p. m., Thursday, July 14, 1955, an adjournment was taken until 9:30 a. m., Friday, July 15, 1955.)

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